

# Local Government SERVICE

**NEWRAIDS  
— BUT OLD  
LESSONS**

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THREEPENCE

## NALGO'S TASK—AND OPPORTUNITY President's Call to Conference Delegates

*Though Conference will be over by the time these words are read, this number of "Local Government Service" went to press before the proceedings opened, and cannot, therefore, contain any report of them. We are, however, able to publish the address prepared by the President, Lt.-Col. E. J. Stead, M.C., County Surveyor of Somerset, and read in his absence by the Senior Vice-President, Mr. C. A. W. Roberts. A full report of Conference itself will appear in the July journal, which will appear earlier than usual.*

AS my official duties will not permit me to be away from Somerset for the length of time the Conference takes, I ask you to accept my sincere apologies for my absence.

You have an interesting agenda before you and fewer hours than usual in which to discuss it. Consequently I will keep this address as short as possible.

The Annual Report is not as bulky as it was before the war, but a careful reading of its contents will prove that the achievements of the last twelve months have been really great. At no point can it be said that NALGO has failed to protect and promote the interests of its members.

You will see what great strides have been made towards the establishment of a more representative Whitley Council system. It seems only yesterday since we had three provincial Whitley Councils only; now the whole country is covered and we are encouraged to believe that the local authorities' associations are on the eve of taking their place in this great work. That will be a great achievement.

That progress has not been made without tremendous effort having been put into it, nor without considerable expense. We have had your mandate to seek better service conditions through the system of Whitleyism. We believe that is the right way, and we have spared no effort to bring it about. Now let us have your fullest co-operation in making the system successful.

### Call to Reconstruction

Just over a year ago the Emergency Executive Committee appointed a special Committee to consider the future of local government, and asked that committee to make such proposals for reconstruction as they thought fit to equip it to meet post-war needs. We believe we can make a valuable contribution to current thought on this subject and offer more than ordinarily useful advice to those who will be responsible for the great rebuilding which must follow the war. After all, we are men and women with practical experience in making local government work. The results of that experience should be gathered together and put at the disposal of the Government.

Whatever may be the outcome of our efforts in this direction, the problems which we are studying will provide NALGO with a tremendous amount of data and, I hope, several clearly defined objectives will emerge from the study of the problems which will provide the Association with a programme for future action. We shall be wise to give some thought also as to whether our Association is adequately

equipped to meet the changed future. We reconstructed NALGO during the last war, and we may have to do something of the kind during this war.

### Regalvanising NALGO

As a member of the sub-committee to which the Council entrusted the compilation of the new subscription scales and allied schemes, I am convinced that if we are going to do the

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big thing in the future, if NALGO is to be equal to its responsibilities, we shall have to prepare now, both by regalvanising our organisation and providing a larger income.

We must establish as quickly as possible more divisional offices and put more organisers into the field. We must not drift into an impersonal organisation. However efficient we may become in systems and organisation machinery, we must always remember that the personal, friendly, and sympathetic contacts with our members are the qualities which have made NALGO something different from other organisations. We must take NALGO to the member and not expect the member to come to NALGO. The member likes to feel that help and advice are ready and near at hand. And he is entitled to the best we can give him as quickly as possible.

You are all experiencing a time of great anxiety and excessive strain. I am glad the Minister of Health will attend the conference. That is a tribute not only to our Association, but to the part which each one of you has played in the fight which this country is putting up against brutal aggression. One day it will be recorded that only you and the humble citizens whose welfare and comfort are in your keeping stood between freedom and liberty and a dreaded system of subjection. Let us show the same mettle in our attitude to the future of local government and of NALGO.

### Association's Proud Record

We have nearly 30,000 members serving in His Majesty's Forces, and those who are left behind have to shoulder the great and responsible burdens of civil defence.

May I here pay tribute to those who have made the supreme sacrifice, wish well those who have received injuries, and hope for a safe and speedy return of those who are being held as prisoners of war.

I should like to pay tribute to those who have so valiantly earned military and civil awards for bravery and distinctive action.

To date, according to the returns received from branches (and they, alas, are not always as complete and up to date as they might be), 385 have made the supreme sacrifice, 331 of them with the Forces and 54 as civilians on the Home Front; 213 warriors are missing, 205 are prisoners of war, and three have escaped from captivity. A total of 141—68 warriors and 73 civilians—have received awards and honours of one kind and another. The Services awards include two George Crosses, four George Medals, one Albert Medal, six Military Crosses, three Military Medals, 12 Distinguished Flying Crosses, 24 Distinguished Flying Medals, two Distinguished Service Crosses, two Distinguished Service Orders, and two Distinguished Service Medals. Civilian awards include two George Crosses—one of them the first to be awarded—14 George Medals, five C.B.E.'s, 18 O.B.E.'s, and nine British Empire Medals.

That is a record of which we can feel proud. In conclusion, may I be permitted to thank most heartily the members of the Emergency Executive Committee, my fellow office-bearers, Mr. Hill, and the officers of NALGO, for the splendid services they have rendered to the Association under extremely difficult conditions. Your welfare has been in safe and capable hands, and no praise is too high for the sacrifice in time, and oftentimes at the expense of much needed rest, which they have made in the interests of all members of NALGO.



# NEW RAIDS—BUT THE SAME LESSONS

THE recent "Baedeker" raids put the civil defence services in the towns affected to a severe test—more severe, in some respects, than that to which London, Liverpool, Coventry, Birmingham, Plymouth, and many more were subjected in the winter of 1940-41. For most of the latter were "target areas" which had expected an attack from the first day of the war, and were surprised only by the fact that it did not come sooner. The "Baedeker" towns, on the other hand, had every reason to assume that they would be immune from "Coventration" if not from the "odd bomb," and had, therefore, some excuse if they were taken by surprise.

Nevertheless, there had been ample time to learn and apply the lessons of the earlier raids, particularly that most vital one of all, repeatedly stressed in these columns—the need for every town, however remote, however small, however unimportant, to expect the worst and prepare for it. Judged from this angle, the verdict on the "Baedeker" raids, given by authorities of wide experience who have visited all the towns affected, is a disappointing one.

Not equally disappointing, happily. All did well in some sections of the services, some did well in many. Hard work, cheerfulness, heroism, were everywhere displayed—as they have been in all the raids. But hard work and heroism after the raid cannot compensate for lack of preparation before it, and it was here that the greatest defects were apparent.

## Information Failures

INFORMATION, for example—that "life-line of civil defence" to which we have devoted so many articles. Despite official and unofficial emphasis on the need for every town to concentrate all its post-raid information and assistance services in a single administrative centre, some of the "Baedeker" towns still organised their services from scattered offices, a fault which added enormously to the difficulties of their work and to the distress of the bombed-out and homeless. Some failed to maintain adequate liaison between the offices and the police, with the result that even the police did not know where to send the people.

The information service broke down in other ways. In one town, headquarters failed to maintain adequate contact with the rest centres, and did not know that some were not working as they should have been. Many people who were evacuated, or who evacuated themselves, were not told that they could get information, new ration and pension books, and satisfaction of other needs in the area to which they had gone, and trekked back to the blitzed town in search of help that lay close at hand.

Nor was contact with Regional and other outside services always as close as it might have been. In one town, help was not obtained until too late to prevent serious damage by fire; it was said, indeed, that some outside fire brigades, seeing the fires, went in on their own initiative!

## Mobile Staff Needed

Other difficulties resulted from the lack of an adequate "mobile local government staff" able to move in from outside and take charge or lend a hand—an essential need in a small town where the officers and other civil defence workers are likely themselves to be victims of the bombing.

Rest centres have one of the most difficult jobs, but surely the experience of the East End of London should have taught the importance of careful registration! Yet once again, in some places, homeless people were evacuated from town-to-country centres without any list of their names having been made. Though lists were usually prepared at the country centres, they were not generally sent back to the towns, with the result that anxious

relatives could not trace members of their families. A small point in organisation, but how important in the relief of mental distress!

Transport for evacuation worked, on the whole, better than it has done in the past, though there were not always adequate arrangements for taking out voluntary evacuees, nor were billeting schemes always well prepared. Too often, people found shelter, but little food and few blankets. Too much is still left to chance or to good will alone.

The first Mobile Citizens' Advice Bureau of the National Council of Social Service made its debut in the West Country, and proved its worth. It was especially useful in a town where the main information centre had been practically isolated, and did good work also in the suburbs, saving many weary journeys to the centre of the town. But there is only one mobile Bureau; many more are urgently needed.

## Untrained Fire Guards

GENERALLY speaking, the reorganisation of the fire service justified itself. But the raids emphasised the need for more thorough training of fire guards. In one town, they worked magnificently, mastering incendiaries and the resulting fires very quickly, and preventing serious damage. In another, there appeared to be few who knew how to tackle an incendiary; here the fires got a firm hold before the N.F.S. arrived, and much damage was done.

Co-operation with voluntary bodies is still far from adequate, and illustrated another lesson of the earlier raids which has not been learnt. Authorities must realise that self-sufficiency is no virtue in a blitz, when co-operation can do much to reduce the threat to the lives and happiness of their people. Too often, voluntary bodies are "suffered" only, and rarely, it would appear, is their work thoroughly integrated with that of official departments.

## Car Allowances Need To Be Revised

THE withdrawal of basic petrol rations from the first of next month, and the consequent further reduction in mileage run by those officers who are still able to use cars on official business, will call for revision of some of the mileage allowances now paid by local authorities if hardship is not to be caused. Allowances still vary substantially between one authority and another; but where they are based on a flat rate of so much per mile, the officer paying all overheads, it is obvious that unless the allowance is increased, a lower mileage will involve him in financial loss, since overheads remain substantially unchanged.

A new scheme adopted by the Treasury for civil servants, and approved by the staff side of the Civil Service National Whitley Council, offers what appears to be a reasonable basis to work on. Details may be obtained from divisional secretaries.

Under this scheme, which is to apply only to officers whose cars are essential for official journeys, and whose annual official mileage is expected to be at least 2,000, the department will pay a lump sum to cover overheads, plus a mileage allowance, on the following scale:

Type of Car	Lump Sum	Mileage Rate
8 h.p. and under	£20	2½d.
Over 8-10 h.p.	£22 10s.	2½d.
Over 10-14 h.p.	£25	3d.
Over 14 h.p.	£27 10s.	3½d.

Officers who get no petrol for private purposes will be given an O.H.M.S. certificate in place of the excise licence. In effect, therefore, the Treasury will pay the h.p. tax, but the officer will have to effect insurance (including third party).

When an officer has to take his car from

Small towns are faced with particular difficulties in food storage and distribution. Dispersal is obviously the right policy, and where it was not followed—probably for lack of warehouse space on the outskirts—there were losses. This, of course, is a matter for the Ministry of Food more than for the local authority—though local government officers could probably do more to speed up distribution of the stores still available after the raid.

## Paper Plans Not Enough

IN general, the "Baedeker" raids showed that there is still much to learn. The "Blitz" is not over, and may yet return with greater force than ever. Local authorities and local government officers everywhere must, therefore, review their schemes thoroughly in the light of recent experience, and must not be content with "paper schemes." For the small town particularly, one lesson stands paramount—the need to plan co-operation with outside and regional authorities. No small town can expect to meet heavy raids from its own resources, and it is not enough to improvise when bombs are falling. Every detail must be thought out and the fullest co-ordination established.

It is good to hear that one Regional Commissioner is determined that his region shall learn from the experience of the recent raids, and has started a school of instruction in organisation and administration. How necessary measures of this kind are was demonstrated by the experience of two towns. One had profited by earlier experience. It had no serious fires, its homeless were well and speedily looked after, its services worked smoothly throughout. The other had not learned these lessons—and in the words of one experienced observer the difference between the two was "sensational."

home to office before making an official journey he may include that in the official mileage, but must reduce the charge by 1½d. per mile unless he holds a season ticket. An additional ½d. a mile may be charged when one or more official passengers are carried.

Officers who get petrol for private purposes will be paid on the same scale, but will not receive O.H.M.S. certificates and will have to pay the h.p. tax themselves.

## New Bonus Success

THE third bonus award of the National Whitley Council is achieving a remarkable success. Less than eight weeks after it took effect on April 1 it was being applied to no fewer than 50,000 officers employed by 308 authorities—in twelve with minor modifications—in England and Wales and to close on 6,000 officers employed by 18 authorities in Scotland—little short of one-third of the total in the country. In view of the prolonged negotiations which frequently precede the discussion of a revised bonus by local authorities, the protracted debates in committees, and the unwillingness of so many authorities to give ear to the claims of their staffs, this is a remarkable achievement; more remarkable, indeed, than the bare figures indicate, since, owing to the slower tempo of county council deliberation, the total so far includes only seven of the 62 county councils.

This success is probably due to the simplicity of the flat-rate formula and to the fact that the amounts payable can readily be compared with the bonuses awarded to manual workers. Where many councillors would boggle at the rather involved percentages of the previous awards, all can understand a plain thirteen or ten shillings a week.



# Clear up the Chaos in Poor Law and Public Assistance!

By Norman Wilson, M.A., Dipl. P.A., Lecturer in Public Administration at Liverpool University

FOUR or five centuries ago there emerged on to the English scene a new social class. This was a class of poor persons, brought into being because of their divorce from their means of livelihood. Some were deprived by enclosures of the ownership of the land which had sustained them. Others lost their jobs through the growing disbandment of the private armies of the barons. Though most people had little but the bare needs of life, they were able to maintain themselves because they owned or had access to land and the simple tools of production. The new class had neither, and so were destitute. Death by starvation was their fate unless they became the recipients of charity, sold their labour-power to a master for a wage, or met their wants by the proceeds of theft or vagabondage.

Legislation at first tried to deal with this new class by regarding most members of it as worthless persons who could keep themselves off they had the inclination to do so, although the conditions for their so doing no longer existed. The most ferocious penalties were imposed upon all except those who were obviously physically incapable of working. But the nation was finally compelled to pay official recognition to pauperism by the introduction of legislation to deal with it. The famous Poor Law Act of 1601 made provision for the impotent (i.e. the non-able-bodied) to be relieved, for destitute children to be trained to earn their living, and for able-bodied paupers to be set to work.

## Pitiless Officialdom

The administration of the Poor Law has always, until recently, been on principle such as to deter all but the most desperate from seeking its aid. Its well-deserved record for callousness and pitiless officialism still hangs over the heads of those who sit as members of Public Assistance Committees instead of Boards of Guardians. This is unfortunate, as the circumstances may prejudice the public against possible progressive developments. How bitter is the dislike of the Poor Law in the minds of working people was shown clearly when the Assistance Board was recently empowered to give supplementary pensions to old age pensioners who needed them. The Board had nearly 200,000 applications from old people who, rather than seek help from the Poor Law, had contrived to exist on nothing but ten shillings a week.

For many generations the Poor Law was the only resource (outside charity) for persons who were without the means of subsistence. Most were incapable of work or persons for whom work was not available. During the latter part of last century, for a variety of reasons, public discontent with the scope and administration of the Poor Law began to grow. It was met by the appointment, in 1905, of the Royal Commission on the Poor Law, which recommended the introduction of a number of measures designed to remove from the Poor Law numbers of persons for whom it was the sole provider. Many of the recommendations have been made the subject of legislation, though sometimes this has meant no more than giving permission to local authorities to take certain steps according to their own inclinations.

Destitution is the consequence, in all but a small minority of cases, of lack of labour-

power or of inability to find someone to buy it. The measures taken to deal with destitute persons other than by way of the Poor Law have accordingly included the provision of an income without any requirement on the part of the receiver of it to give work in return. Old age pensions, unemployment insurance benefit, and national health insurance

**Overlapping and "administrative uncertainty," Mr. Wilson declares, still hamper administration of the Poor Law and Public Assistance. Integration is urgently needed. To secure this, he suggests the creation of two bodies, centrally financed and administered:**

- An Unemployment Assistance Board to deal with those temporarily unemployed;
- A Social Assistance Board to deal with all others incapable of earning their own living.

**This would leave only a small number of difficult cases to be dealt with by the Poor Law.**

benefit, all provide such an income. To the extent that recipients have been able to keep themselves on these sources of income they have been removed from the Poor Law. There is no doubt that vast numbers of aged, sick, and able-bodied unemployed persons would otherwise have been in receipt of poor relief, since their own resources or the help of charity would have been insufficient to maintain them. There is no doubt, either, that many old and sick persons, though in receipt of pensions and sickness benefit, have had to get help from the Poor Law merely because these payments in themselves have been insufficient to meet even the humblest of needs. Unemployment insurance benefit is on a different footing. The scale was drawn at such a level as to be above poor relief scales, and the unemployed, therefore, in normal circumstances, could be said to be above the destitution line.

Parliament has recognised that an adult human being cannot do more than barely exist on a weekly pension of ten shillings, and, in consequence, passed the Old Age and Widows' Pension Act, 1940, which (as mentioned above) provides for the income to be brought above destitution level not by the public assistance authority, but by the Assistance Board coming to the rescue (except in urgent cases or where medical help is required). Yet the employed man who suffers the loss of his customary income through illness is expected to keep not only himself, but a wife and children, on a weekly insurance benefit of eighteen shillings. It is true that benefit was designed to "tide over" a period of incapacity which in most cases would be short, and was not intended to be enough in itself to meet even the elementary needs of food and rent. Nevertheless, in many instances illness lasts for several weeks or even months, and when savings (if any) are exhausted and the assistance (if any) of relatives and friends is no longer available, recourse must of necessity be made to the Poor Law. When illness lasts for longer than six months, the sick benefit is halved (disablement benefit). The long-term sick are, therefore, even less

able than the short-term to avoid having to apply for poor relief.

It cannot, therefore, be said that the State has done more than provide most employed persons who fall ill with an income by means of which they can dodge the need for poor relief only because they have nobody but themselves to keep or because their period of non-earning is short enough for them "to manage" through drastic economies or by running into debt. It has not accepted the principle that a person during his period of sickness shall have an income sufficient of itself to keep him at a level at least as high as that at which a public assistance authority would have maintained him.

## Shifting Responsibility

During the years of economic depression in the late 'twenties and early 'thirties the Poor Law had to bear the burden of an enormous number of able-bodied unemployed thrown off benefit because of the length of their unemployment. The Unemployment Assistance Board was created in 1934 to provide for the needs of the long-term unemployed out of national instead of local taxation. Its responsibility, however, is only to the able-bodied: a recipient of an allowance who is ill for more than nineteen days is transferred to the care, in all respects, of the public assistance authority. Since the duty of the Board is to provide for his welfare, and the duty of the public assistance authority is merely to relieve destitution, his position may be worsened. But even if this were not the case, is there any justification for the shift of responsibility in the first place? For the permanently unfit, probably. For the temporarily unfit it seems a needless administrative complication and an unfair throwing of the cost of maintenance from national to local funds. It seems unfair, also, to the man himself, to whose misfortune of illness there is added a lowering of an already low standard of living.

It has always been recognized that old age pensioners could not exist on their pensions only; and it has now been agreed that it is not proper that further assistance should have to be provided under the Poor Law. The pension has been conceived to be an income, paid for by contribution, which, added to savings or superannuation, would in many cases make its possessor independent. The intention has not been and probably will not be to make the amount such as in itself to free the receiver from the need of other income. For small wage earners, the rate of contribution necessary to provide such a sum would be very onerous. For old people without other means, therefore, the State now makes special provision. They are treated not as destitute persons but as people who have given a lifetime of work to the community and are entitled to be maintained as such by the community.

We have seen that sickness benefit, like the old age pension, was not considered to be a sum sufficient of itself on which to live but as assistance to bridge the gap for a short time between resources and normal earnings. As with an old age pension adequate in itself to satisfy needs, so with an adequate sickness benefit, the contribution required to provide it would be very high. But is there any logic in granting to a man who cannot work because of old age extra help other than by way of poor relief while denying extra help to a man



who cannot work because of illness *except* by way of poor relief? If a certain number of workers can be kept away from the Poor Law because their sick benefit added to their own resources meets their needs, why not "go the whole hog" and keep all sick workers away? A worker who is temporarily unable to work should surely be dealt with as such by special machinery which will provide for his welfare and not merely relieve destitution. Such special machinery is appropriately the Assistance Board, which now is expressly precluded from dealing with any but the able-bodied unemployed (except, as noted above, where unfitness does not exceed nineteen days). The Board might thus be concerned with all unemployed persons except those in receipt of unemployment insurance benefit and those adjudged to be permanently unfit for work.

### Financial Inequity not Removed

It is important that this change should be made not only for the benefit of the unemployed or for the advantages to be derived from single administrative responsibility. It is important from the point of view of the ratepayer. The cost of maintaining the able-bodied unemployed is met out of national taxation and so is spread throughout the country. The cost of maintaining the non-able-bodied is met out of local revenues. As the town with the largest number of unemployed has the largest number of sick unemployed, the burden of maintaining these falls more heavily on some places than on others. There is thus continued, though in lesser degree, the financial inequity which was one of the main reasons for the creation of the Unemployment Assistance Board. No attempt has been made to remove the similar inequity which exists because of the needs for local funds to come where necessary to the aid of the man who falls ill while he is employed; or while he is in receipt of unemployment insurance benefit; or when he is sick for more than nineteen days after he has exhausted his right to such benefit.

The transfer of these categories to the care of the Assistance Board would reduce materially the number of beneficiaries of public assistance; it would give single responsibility for all workers; and it would minister enormously to the self-respect of the workers themselves.

### Inadequacy Admitted

During the course of the century, there has been considerable legislation making available services which previously could have been provided by way of the Poor Law only. Such a piece of legislation was the Provision of Meals Act 1906, which enabled local education authorities to supply meals free of cost to necessitous school children. Another was the Maternity and Child Welfare Act 1918, which allowed medical care without charge to be given to poor mothers. Since it is the duty of the Poor Law authority to provide the common necessities of life, there was no occasion for any child whose family was getting poor relief to have been in need of meals. The intention, doubtless, was to give help to the children of very low wage earners and to enable other children to be fed by the body responsible for their education instead of by the Poor Law authority. Yet if the other members of a family and the child were in all other respects maintained out of the poor rate, there does not seem to be much point in singling out merely a dinner on schooldays to be free from the "stigma" of the Poor Law. Moreover, the value of the meals should have been deducted from the family's relief, since they constituted an income which required to be taken into account when assessing need. If it was not deducted, it was a tacit admission that the relief granted was insufficient.

All legislation which gives powers to supply certain classes of people with services in kind of one sort or another gives rise to this dilemma. The present milk scheme of the Ministry of Food, for instance, stipulates that the young children of all men in receipt of public assistance are entitled to receive a free pint of milk daily. The scheme says, in effect, either that public assistance scales are too low to enable the necessities of life to be bought; or that milk is a luxury for a baby; or that the family are entitled to spend on non-necessaries the money which would otherwise have had to go in buying the milk.

It is probably only rarely that public assistance authorities act logically and deduct from the amount of relief granted the value of assistance in kind obtained elsewhere. One can assume, therefore, that there is an unspoken admission that relief scales are, in fact, too low, and that advantage may therefore be taken of augmentation from other sources.

The provision of assistance in kind which can be given other than by way of poor relief is on a different footing from the provision of services other than by way of poor relief. Before the last war, for example, a man whose income sufficed to meet ordinary needs might not be able to pay for medical treatment for his wife if she were an expectant mother, and so would have to apply for medical relief. Nowadays, treatment may be had under a maternity and child welfare scheme, and recourse to the Poor Law thus be avoided. Legislation which provides services concurrently with the Poor Law has, therefore, helped to disintegrate the Poor Law by giving certain classes of persons (e.g., tuberculosis patients) the right to be dealt with outside it. Where income in kind is involved, the only consequence of concurrent powers is not the break-up of the Poor Law but administrative uncertainty and the possibility of overlapping and gaps.

### Concurrent Powers Remain

With the object of putting an end to the continuance of concurrent powers, the Local Government Act 1929 enables Poor Law authorities to abandon the powers conferred on them by the Poor Law. This may be done by a declaration that where services can be provided both by way of the Poor Law and by way of certain other legislation (e.g., Education Act), they shall be provided exclusively by way of that other legislation (Section 5). It is competent for a county borough council, for example, to resolve that the whole care of the tuberculous shall be provided under the Public Health Acts. By so doing it becomes illegal for treatment to be given in a Poor Law hospital or for extra nourishment to be supplied by the public assistance committee. The committee could not divest itself of its duty to relieve the patient and his family if he were destitute to the extent that it would relieve any case of destitution. But it would have no power to meet his special requirements as a person suffering from tuberculosis.

For various reasons, Section 5 has been used unevenly and incompletely. Though an unknown number of persons have been kept from reliance upon the Poor Law (that is to say, persons who could have satisfied out of their own resources all but their unusual needs, e.g., medical treatment), the number has not been as great as it might have been. Concurrent powers still remain and in some places certain functions continue to be undertaken under the Poor Law and not by virtue of powers conferred by other Acts of Parliament.

The Blind Persons Act, 1938, suggests what the policy of the Government in regard to the intentions underlying Section 5 might have been but for the war. The Poor Law and the Blind Persons Act 1920 both gave powers to provide for the needs of blind persons. The 1938 Act made it illegal for a blind person or his dependants to be dealt with, financially or

otherwise, except under that Act. A fairly large class of persons, therefore, has been taken (except for medical need) from the ambit of the Poor Law. Is there any reason why the deaf and their dependants should not be dealt with similarly? Or all those who are incapacitated and so unable to earn a living? Now that one category of physically defective persons has been removed from the Poor Law, it can surely be only a matter of time before all should be treated in the same way.

### Two Kinds of Unemployed

Sir William Beveridge recently stated that, whereas low wages used to be the chief cause of poverty, now the greater part is due to interrupted earnings. Interruption of earnings in its turn is due almost entirely to lack of employment and to incapacity to work (temporary or permanent). It is important (and certainly logical) that one piece of machinery should deal with all those who are in the field of employment (which includes the temporarily unfit), and another with those who are permanently unfit. If such pieces of machinery were created, or existing ones adapted, each would have to be centrally financed and administered, for two reasons: first, to spread the cost over the whole country; and second, to provide uniform conditions in regard to allowances and so forth. Because local authorities have been given the duty of promoting the welfare of the blind, there are fairly wide and quite unjustifiable differences in the assistance given to them.

The Assistance Board might revert to its original title of Unemployment Assistance Board (shedding its recently-acquired protégés, the old-age pensioners), and become responsible for the employable unemployed. A similar largely autonomous Board (the Social Assistance Board) might be created to provide for those physically unable to earn their living (including those over 65, if in need). The manner in which these bodies would work does not concern us here. What does concern us is that they would remove from the Poor Law, and so from local responsibility, financial and otherwise, a considerable number of persons now dependent upon it.

### The Residue

What would remain as the scope of public assistance? Readers of Mr. E. C. Bligh's extremely interesting article, "The Future of Public Assistance," in the January number of *LOCAL GOVERNMENT SERVICE*, will remember that he described what he termed the residual, the gap-in-the-net and the supplements functions of the Poor Law. The extension of the duties of the present Assistance Board and the creation of a Social Assistance Board would diminish but not remove the necessity for the continuance of these functions. Far more sweeping changes would be required before all the possible needs of human beings, arising from an infinity of reasons, could be met by specific legislation. There is bound to be some organisation to which those, however few, who are not provided for otherwise can apply for, and from which they can receive, help. The numbers to be dealt with would indeed shrink, but they would not shrink out of existence. For example, there is always likely to be the man to whom Mr. Bligh refers, who temperamentally is unable to hold a job for more than a short time but who cannot be allowed to starve during the intervals between work.

One would imagine that local authorities, who were delighted when the responsibility of maintaining the able-bodied unemployed was taken from them, would be equally pleased to be relieved of the burden of supporting, wholly or partially, the non-able-bodied unemployed. They have taken, apparently without complaint, the loss of the old age pensioner, and should not boggle at parting with the need for assisting the blind, the deaf, and the crippled.



# What Does the Small Authority Do?

By H. SNELLING, Clerk of Burnham-on-Crouch U.D.C.

I HAVE been much interested in the recent articles in LOCAL GOVERNMENT SERVICE on various aspects of reconstruction and have been moved to try to express the view of the officer of the small local authority and of its councillors. The latter view may be slightly distorted by the officer's spectacles and the reader may need to use a microscope to separate the two.

Though it is with some temerity that I advance opinions which may provoke a storm, I fall back on Mr. W. O. Dodd's standby, that I have at least caused you to think for yourself.

A word more in self-justification before I I jump off the deep end. The clerk, chief financial officer, rating and valuation officer (and head cook and bottle-washer) of a small authority has an unrivalled opportunity of seeing all sides of local government, not through the eyes of a departmental chief conveyed by means of a report to the council, but within the bounds of his own immediate perspective. The "chief executive officer" who has one man and a boy (or a girl, in these days) as his "staff" must be equally able to balance the postage account as the final ledger accounts; value a factory for rating purposes as deal with the defaulting ratepayers by the machinery provided; write up the minutes as advise his authority on the application of an Act of Parliament to his district. It may be argued that, since such a man is a "jack-of-all-trades," no word of his can be worth reading. If that is your opinion and you read no further, I forgive you with that happy magnanimity which characterises, perforce, the view of the small authority chief.

## Little to Spend

One of the most generally accepted points in the articles written to date is the need for the education of the electorate with the object of eventually obtaining a suitably educated personnel for the local authority. At first reading, this seemed to me to be an excellent first step, but, on consideration, I had to ask what subjects should be placed in the educational curriculum. To answer that question, I had to analyse the autonomous powers of the local authority in a similar position to my own council. I found almost immediately that my mind started listing negatives and that affirmatives refused to come.

But, I thought, we must be doing something of an executive nature. We meet monthly as a council. We have various committees which also meet monthly and we spend money. This latter gave a useful clue. I would scan my accounts and find how our income was spent. The inquiry was not too helpful. Oh yes! we had an income from our rate, but (and it is a fairly effective "but") less than one fifth of that income remained for my authority to spend. The lion's share of the balance was swallowed, of course, by the county council. The rest of the four-fifths was equally capably swallowed by other lions over whom my council has no control, and whose appetite is, seemingly, insatiable.

To add to our fifth, the Government, which has robbed us of part of our rate income in the past, graciously gives us a sum of money known (for want of a more descriptive and particular adjective) as a "general" Exchequer grant. The sum of this grant almost equals our remaining fifth. So we have the equivalent of two-fifths of our rate income to spend as we please. Or so one might think! Is it so in fact? Another negative!

The authority is required, first of all, to employ certain officers. "Of these officers we are told that the Government will pay part of the salaries of the "sanitary officers" and the "highways surveyor" but that it must have a say in their appointment. In a small district, the authority cannot afford to refuse the offer of financial help, and so the free selection of these officers by the people who have to work with them must be sacrificed.

**Pointing out that the district council can to-day spend little and do less without the sanction of "higher" authorities on which it is not represented, Mr. Snelling calls for:**

- Finance of local government entirely from national funds, nationally collected;
- A single electorate for all purposes;
- Direct election of county councillors from members of district councils; and
- Election of M.P.'s from members of county councils.

**Such reforms, he suggests, would make for more effective government, local and national, would benefit the officer, and would arouse the citizen from his apathy.**

For its other officers, the council may appoint whom it likes, but it must make the appointments and, if it is a good employer, it must pay reasonable salaries. More than one quarter of our quota of two-fifths is spent on salaries and general administrative expenses. Even the latter are not altogether free from external control. The form of a number of account books and records are laid down in Statutory Rules and Orders—and they are not cheap.

However, we have reached a qualified affirmative at last. What others are there? The authority may maintain its roads, with the exception of the main and most important ones. It may arrange a suitable system of refuse collection and disposal. It may, in normal times, light and sweep its streets, and it may arrange for the collection and disposal of sewage, subject to conditions as to purity of effluent imposed by the county council or the Ministry of Health. It may, finally, provide you with a plot of ground under which you will be immune from even rate collectors.

## Limited Powers

But all these affirmatives are subject to an over-riding control of any appreciable capital expenditure. In fact, if the authority does propose the expenditure of capital moneys for which a loan is necessary, higher authorities immediately begin to doubt whether it really does represent the views of the electorate, and the electors are accordingly invited to come to a public inquiry to air their views as to the sanity or otherwise of proposals made by their elected representatives.

Are there any more affirmatives? Oh, yes, there are some permissive affirmatives, but there is a limit to the extent to which they may be adopted. The limit is the rate in the £. And that is a subject too long for discussion in this article. I should, however, like to express a fellow-feeling of sympathy with officers of authorities whose penny rate product is less than £100.

In what subjects, then, is the potential candidate to be educated? How am I going

to sell local government to the man in the street as an interesting and necessary social hobby? Am I to list these negatives and affirmatives and tell him that, even with the affirmatives, he must be guided to a great extent by the authority's technical officers? Am I to tell him that he cannot even have a definite say as to whether a flag day can be held in his district; that in no circumstances can he have any voice in the general air raid precautions scheme for his district because his council is not the scheme-making authority; that, whilst his authority is paying a contribution to the maintenance of the fire force, he can have no voice in the management of his local branch; that if he is faced with five hundred of his district's inhabitants rendered homeless by enemy action, his authority cannot legally requisition so much as an empty cottage to put them in without first obtaining the consent of the Regional Commissioner? Am I, finally, to tell him that ninety per cent. of the powers vested in his authority are powers of recommendation to a higher authority which may or may not be graciously pleased to lend its magnanimous ear to the plea? Or shall I make it clear to him that he will merely be a joint employer of a professional "filler-up of forms"?

In the course of the education of my potential district councillor, I must, of course, make it clear to him that election to the council will not in any way relate him to that far more exalted body, the county council. He might reasonably have supposed that his position on the district council would have entitled him to an occasional indirect whisper in the affairs of the body which spends most of the money received from his ratepayers, to whom, despite explanatory statements on the back of demand notes, he knows that he must answer for any increase in rate poundage. Any such foolish suppositions must be dispelled immediately.

## Riddle of the Rate

To leave this much-laboured point for a while, I should like to refer to recent discussions under the heading of "Municipal Income-Tax." This subject cannot be divorced from administrative reform. However much I may disagree with some of Lady Simon's statements, I do agree entirely with the suggestion that the incidence of charge as between existing national and local taxation is most unfair, and the remainder of my article is based on the acceptance of this suggestion. Just refer back to my statement ament the general Exchequer grant in relation to the amount of rate income left for the authority to spend—the relationship being equality. Now, why, in the name of all Government circulars, should half the money spent on the collection of house refuse be raised by direct income tax and the other half by local rates? Why should half my salary come from one source and half from the other? Perhaps I missed something when I was taught "Logic." The only reason I can think of is that, in a gradual evolution from local to central government, the balance has been slightly distorted. Some of the suggestions made for correcting the balance have entailed the so-called municipal income tax, still being collected by the local authority. Again, why? Why should the country maintain duplicate machines for the extraction of money from its pockets? Why should not the existing Government tax-collecting machine be utilised to the full? Let it collect the other half of our income and



# REFORMS WITHOUT REVOLUTION

give us the whole by way of grant. This system would, I think, have obvious administrative and economical advantages—though I do, of course, realise that I shall be accused of giving away still more of our local autonomy. I will try to justify the suggestion—though, in any case, I think I have shown that another subtraction from local autonomy would hardly be noticed.

The thought strikes me here, that I could offer my potential councillor the possibility that one day he might be elected chairman of the council and, as such, would become a justice of the peace *ex officio* during his period of office. Why a chairman of a local council should be considered as being capable of dispensing the laws of the country, I do not know. I refrain from using the term "dispensing justice," because that is not always synonymous with the law. I do not think I can improve, however, on statements which have been made elsewhere on the anomalies, as between district and district, of the decisions of magistrates' courts. In my opinion, the replacement of these courts by stipendiary magistrates will follow as a corollary of our gradually improving educational system. So, if I offer this sop to my councillor's vanity, I must make it clear that I prophesy that he won't retain that right for long.

After that short diversion, I return to the immediate subject. If it is absurd that we should receive half our incomes for local expenditure from the Government and half from direct rating, it is equally absurd that one half should be raised by a body elected by a much smaller electorate than the other.

## Four Major Reforms

After all this destructive criticism, what have I to offer by way of constructive suggestions? There are four:

A single income-tax for both national and local purposes, with one collecting body;

A single electorate for all purposes;

The direct election of county councillors from the membership of district councils; and

The election of Members of Parliament from the membership of county councils.

Ridiculous and impossible? On the contrary, the suggestions are logical.

I am, first and foremost, a local government officer, and ten years ago I should have resented strongly any suggestion that we should become civil servants. To-day, I feel that I would rather be an effective servant of an effective body, whatever its name. Rating and valuation officers and rate collectors will condemn my proposed discard of their present livelihood. No change can be made without affecting someone adversely, and the creation of a job for a man rather than the appointment of a man for a job is not a recommended social guide. It is estimated that the staffs of local authorities total about a million—one in every 40 of the population—proof enough that we are becoming an increasingly unwieldy and cumbersome machine. And, unless we are careful, we shall see the regional system gradually creeping in and destroying what little autonomy we have left. We might just as well, therefore, be brave enough to face the fact that nothing short of radical change will safeguard the officer in the long run.

The election of county councillors from district councils? Well, county borough councils at present produce the same effect.

And Parliament from county councils? After all, M.P.s are not a specially bred class—they are as human as our own councillors.

The effect of the change would be that an M.P., instead of being answerable directly to an electorate of thousands of people, spread over hundreds of square miles, with no means of contact, would be directly responsible to a single body—the county council or county

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Arguing that amendment of the existing system is more likely of acceptance than more revolutionary changes, W. ATKINSON, D.P.A. (Leeds). Cert. S.I.B., here suggests some simple reforms—including payment of councillors, federations of authorities, more equitable rating, and national salaries and conditions of service.

LOCAL government can play a great part in post-war reconstruction, but if it is to do so, an overhaul of its structure is essential. Some call for an entirely new system; but the British people view with suspicion innovations or violent changes, and for that reason I suggest that amendments of the existing system are more likely of acceptance. History has often proved that evolutionary systems are more stable than revolutionary ones.

Taking this point of view, I indicate below what I consider to be some of the defects in our present system, and briefly outline suggested amendments.

## The Councillor

Service as an elected representative of a local authority is at present voluntary and non-remunerative. Most aldermen and councillors are engaged in business or profession, and the time which they are able to devote to council business is accordingly limited. Consequently, contact with chief officers and staffs of local authorities is only too rarely made, and administrative measures do not always receive as full consideration as they merit. As a result, we often hear the criticism that the social services are planned and administered by officers, and that elected representatives merely give effect to the schemes of "local bureaucrats." This criticism may be far from the truth, but in a democratic system justice should not merely be done but should also be seen to be done, and for this reason I suggest that members of local authorities should either:

Be elected for whole-time service for a specified period with adequate remuneration; or

Choose from their number a small body of men, each fitted by experience and ability to fill for a fixed term the office of co-ordinator of a particular branch of local government, e.g. public health, education, etc., to act as a cabinet directly responsible to the council and devoting the whole of their time on a salaried basis, to the well-running and efficiency of the council's activities.

If either of these suggestions were adopted, the policy of local authorities, and the schemes and administrative difficulties put forward by chief officers, would receive more careful consideration; there would be a visible and effective check on the tendency to local bureaucracy which so many fear; and the closer contact between councillors and officers would produce more harmonious relations

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borough council. The county councillor would, in turn, be answerable to the district or borough council. Apart from its obvious advantages of contact with the electorate, I am certain that such a system would have the effect of producing a better distribution of duties and responsibilities between authorities—and that is where the local government officer would become an effective unit once again.

We have been keen on the education of our local councillors. Surely it is just as important that our M.P. should receive that suitable education, and what better school could there be than service on a local authority with some executive powers vested in it?

Finally, would not the electorate waken from its apathy once it realised that, instead of three separate elections, it had one only to deal with for all purposes—or rather for one purpose, the government of its life? I think so; but, as I said at the beginning, this is only the view of the small authority.

between the two and greater mutual appreciation of each other's difficulties.

One of the strongest criticisms which may justly be made of local government to-day is that the extent and variety of services administered by authorities of a similar type are not uniform throughout the country. Some local authorities take full advantage of their permissive powers and even seek to extend them by the promotion of local Acts, while others do not employ these powers, either on the grounds of public policy, or because they cannot afford to do so. The result is that, whilst one authority may administer a wide variety of functions, a neighbouring authority of the same type may administer a much smaller number, and it often happens that authorities most in need of increased social services are the least able to provide them on account of financial difficulties. In addition, the efficiency of services often suffers by reason of financial checks.

A further objection is that local government law in some of its branches, as applied to the Metropolitan boroughs and London County Council, is wider in scope and stricter in application than the legislation applied to authorities of similar type in the provinces, thus enabling Metropolitan authorities to achieve more satisfactory results.

I consider, therefore, that a greater uniformity of service throughout authorities of a similar type could be, and should be, secured. To achieve this, some measure of decentralisation of the central government, and some measure of federation of local government authorities, appear necessary. Regional groups of federated authorities could do much to ensure uniformity of action among their members, while decentralised central Government areas would ensure closer contact between central and local government authorities, leading to speedier settlement of administrative problems, particularly financial.

The disparity in standard between London and provincial local government law should also, so far as possible, be lessened or removed.

## Sources of Revenue

**Government Grants.**—These have always induced controversy. Local authorities have successively passed through the stages of percentage grants, assigned revenues, and block grants, none of which has been entirely satisfactory. Many feel that the grant system introduced by the Local Government Act of 1929 neither adequately compensates local authorities for loss of revenue due to de-rating measures, nor meets the ever-growing cost of local administration.

After the war, there will be many authorities in heavily bombed areas whose revenue will have so fallen as to make it impossible for them to stabilise their finances. Several local authorities in vulnerable areas have already had to ask the Government for loans to meet current expenditure.

A review of the grant system will be imperative, and whatever system takes the place of the existing one, it is to be hoped that it will more equitably meet the individual needs of local authorities (which vary considerably from area to area) and will recognise that every statutory provision they are charged with administering adds to their financial needs. Since the central government alone may charge local authorities with the performance of statutory obligations, it is only equitable that it should be more willing to meet its share of the cost.

**The Rating System.**—It has long been recognised that the present rating system is



both unsatisfactory and inequitable. Many authorities, because of the low rateable value of their areas, are compelled to levy a higher rate than others whose annual expenditures may be no less; thus the burden of rates is not uniform throughout the country.

It is difficult to suggest what system of local taxation should replace the present unsatisfactory system of rating. Many have supported a local income tax. There are many objections to this, but it is clear that any new system should not, as at present, tax any person purely on the type of dwelling he happens to occupy, but rather on his ability to pay in relation to his needs and the amount of sacrifice involved. In other words, local taxation, like national taxation, should take into account the standard of living of the ratepayer.

### Local Government Staffs

The salaries and conditions of service of local government officers vary considerably throughout the country. This is held to be responsible, in part, for the failure to achieve a uniformly satisfactory standard of administration.

Although it is eight years since the publication of the Hadow Report, which drew attention to many anomalies and unsatisfactory features of service conditions in local government, there has been no serious attempt to implement its findings in full throughout the country. Many authorities have laid down qualifying examinations for would-be employees; others have no such standard for entry into the service. Many authorities offer grossly inadequate salaries. Uniform scales for service of the same nature, applicable to all types of authority, would clearly secure efficient staffs.

A satisfied staff is bound to give better and more loyal service, and, whilst no one questions the loyalty of the staffs of those authorities which pay low salaries, it cannot be doubted that the financial worries which result adversely affect efficiency. In addition, uniform service conditions and uniform scales of pay would attract to the service the best type of employee. It is also essential, in any overhaul of service conditions, that recognition of ability, at whatever age and under whatever conditions, should be made possible, thus making promotion to the higher grades accessible to all with the necessary qualifications and ability. At present, many of the higher grade posts are filled primarily by seniority. This inevitably checks enthusiasm of well-qualified younger members of the service.

### Towards a Better World

In present conditions, when the institution of a new social service, or the improvement of an existing one, is being considered, the test is too often: "What will it cost?" Instead of: "Is it necessary and, will it benefit the public?" We are often told to-day that we are fighting not merely for existence, but for a better world, based on the moral values of human relationships, and I suggest that local government, if it is given the necessary impetus and means, can play an important part in the creation of that better world. Local government is more than a business the conduct of which is moulded by stern economic rules which, we are beginning to realise, have made man more of a machine than a human being; it is a service the primary duty of which is the improvement of the conditions under which we live. Many years ago, Ruskin pointed out the difference between wealth and welfare. An efficient system of local government administered by local authorities whose members and staffs are imbued alike with the idea of service increases our national welfare. That welfare, I suggest, is tripartite—it consists of *Health, Wealth, and Happiness*. The true test of the efficiency of the local government service, therefore, in the hoped-for better world after the war, should be the extent to

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## Local Government Fifty Years Ago

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*What was a local government office like 50 years ago? Here, Mr. William Kirk, who has just completed 52 years' service, 42 of them under the Gainsborough urban district council, paints a picture of those days which may come as a shock to some to-day who feel that we are still tied to the methods and traditions of the past. The account has been extracted from a statement made by Mr. Kirk on his retirement.*

**I** STARTED work in 1889, in the office of the clerk to the Lindsey county council. At that time the office staff of the county council consisted of four permanent clerks.

Nine and a half years later I became assistant to the clerk to the Gainsborough urban district council—who was also clerk to the Gainsborough rural district council, clerk to the Misterton rural district council, clerk to

ation was paid by the clerk; the surveyor, who had one assistant and a pupil; the inspector of nuisances; the collector of water rents; and the collector of general district rate, markets collector, and inspector and collector of sundry accounts.

In 1900, the undertaking of the Gainsborough Gas Company passed to the council. For a number of years the manager acted as clerk, wrote the minutes, read them at the council meetings, and kept the minute book in his care, allowing it out of his possession only when I wanted to enter up the ledgers for production to audit. The annual statement of account was simply a written statement of income and expenditure with accumulated total profits. No officer ever attended the gas committee meetings excepting the gas manager, and all the business was conducted by the council in committee.

In 1903, I was appointed accountant. Centralization of financial control occupied my attention over a number of years, and was a heart-breaking job. I had to fight the prejudices of some councillors and all the officials, because, quite erroneously, it was imagined, and in some cases frankly stated, that it was only a move for the accountant to become what might be termed the "big noise." My arguments were of little avail, although I used all my powers to convince them that centralization of finances did not mean control of another official's department. I could not get some of the chief officials to understand how much better it would be for them, and would not infringe in any way on their power to govern their own departments.

In the absence of centralized control, a ratepayer had to go to one office to pay poor rate, to another to pay general district rate, and to a third to pay gas accounts. I well remember the trouble that took place when I summoned a gentleman for non-payment of general rate, whilst at the same time the gas department owed him more money for work done and goods supplied than the amount of the rate. Eventually, when the poor rate collector retired on superannuation, this collection—hitherto separate—was transferred to the council, and a combined system of collection was introduced, leading gradually to complete centralization of financial control.

So far as I can remember, there were about 30 workmen employed by the council. To-day the number is 183.

Gainsborough has always been in the forefront among Lincolnshire authorities in the provision of swimming and slipper baths. When I went there the swimming bath was only 13 yards long and there were six private slipper baths. During the first years of my residence, the usage of these baths on "Trip Fridays" was a unique sight. I have seen as many as 100 people waiting to get a private bath, and I know that for some it was an "annual." It was a full-time job for the caretaker, his wife, and members of his family from 5.30 p.m. often to midnight. As soon as one man came out of a bath, it was scrubbed out and ready for the next in a few minutes. In fact, the congestion got so bad that many men had the afternoon off work to ensure getting their "tub"—and even then many failed to obtain one.

My service establishes a record that will take some achieving and can never be beaten—there is not one member of the council, official, workman, or officer, now serving who was so doing when I took office.



"Posted to his unit"

the Gainsborough assessment committee, and senior partner in a firm of solicitors. After a few months' service I was, with the exception of the title, acting as clerk to the council, as on many occasions I never saw my chief from one council meeting to the next monthly meetings of the committees, a period of three and sometimes four weeks.

Before I had been in the office an hour I discovered that the ledgers and other account books of the council were 13 months in arrears, not an entry of any kind having been made in them for the financial year which had ended a month before my arrival!

The staff of the clerk's department consisted of a junior clerk and myself, and we had the whole of the duties to carry out, including the accountancy work.

The council consisted of 18 members, and held its monthly meetings on the first Monday in each month to receive reports of the three standing committees, dealing respectively with highways; waterworks, finance and markets; and sanitary and health. The minutes were all written in manuscript and read to the council.

The council's staff consisted of the clerk, his senior assistant, and a boy, whose remuneration

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which it adds to the national welfare of the people.

With the greater economic freedom which we hope will arise after the war, the outlook of the man in the street towards local government may change. Improved education, together with increased facilities for leisure, will develop a more intelligent interest in local government problems and this, eventually, may lead to a general improvement, not only of the local authorities' staffs, but also of all concerned with local government, including the elector, whose apathy has been the cause of so much concern in the past.



What is NALGO doing to solve the many difficult problems confronting the local government officer today? This question was raised recently by the Wigan branch, in a long letter to Headquarters, in which some of these problems were detailed. (In view of its interest to officers generally, we publish below the points raised and (in italics) the replies given. To save space, it has been necessary to condense and paraphrase—but the essence of the correspondence is here.

IN its letter, the Wigan branch stated that it had been considering the position of local government officers in various connections, and in view of certain examples of national expenditure, had decided to approach the N.E.C. to ascertain its views on whether or not appropriate action was being taken. The letter then made the following specific points, to which the general secretary gave replies:

1. Many officers seconded from local fire services to the National Fire Service have received higher salaries, sometimes without the justification of increased responsibilities. On the other hand, though the responsibilities of many local government officers have been greatly increased by war conditions, few have received higher salaries as a result.

When a new service is instituted by the Government the salaries offered are often higher than those generally applicable in local government. While this creates an anomaly and causes dissatisfaction among officers, it would be unwise for NALGO to express disapproval; rather should it welcome the higher salaries and use them as an example to improve conditions in the service generally. The anomalies between State and local government service are paralleled by anomalies between one local authority and another. Through its policy of Whitleyism the Association is working to remove the inequalities in each area; that attained, it will work for nationally standardised salaries and conditions.

2. Local government officers seconded to the civil service have been given an increase in salary which gives them more than former colleagues senior to them in the local government service.

Most of these officers have special qualifications needed by the Government. The higher reward they receive is analogous to the higher salary obtained by a local government officer who obtains a post with another local authority. NALGO should use these examples to demonstrate that an officer who remains loyal to his authority may be just as valuable as one who feels the urge for change or who sees in transfer the only means of bettering his position.

3. Munition workers are being paid salaries and wages higher than those of local government officers.

This is a result of the rapid change-over from peace to war conditions and the failure of the Government to formulate a sound national wages policy. Nevertheless, it must be remembered that many munition workers were unemployed, engaged only part-time, or paid poor wages before the war, had endured bad conditions for twenty years—and may return to those conditions after the war. Local government officers, on the other hand, do enjoy regular employment and some degree of security. Moreover, most of the high wages in war industry are achieved only by excessive hours of work.

4. Government departments are often extravagant, opening new offices and appointing staff to do work formerly performed as routine by local government staffs.

This, surely, is a matter for Parliament (and has, in fact, been raised by the Committee on National Expenditure). Whatever we may feel individually, it would not be proper for NALGO, lacking full knowledge, to make a public pronouncement.

5. Some Government departments recommend appointments of new officers (e.g. fire guard staff officers and welfare officers) at salaries higher than those paid to local govern-

ments officers for similar work. While local government officers could apply for these jobs, many feel that to do so would amount to desertion and disloyalty to their authorities and departmental chiefs.

This is an extension of (1) and the same answer applies. If an officer feels that he has a call to other activities he should not be condemned for "disloyalty."

6. Local government officers have not had a square deal on reservation, compared with the civil service.

Agreed—though the difference in treatment is not so great today as it was. NALGO has



Surveyor's Nightmare, 1942

persistently stressed that the work of local government officers is, in general, as important as that of civil servants, and will continue to watch the position closely.

7. There is a tendency for some government departments, direct or through their Regional officers, to reject the advice of the man on the spot, though he knows more of the local circumstances than the Government official. It is against the national interest that Regional officers, often less experienced and less well trained than local government officers, should override their advice, and it is unfortunate that Regional appointments were not offered to high local government officers, rather than to people with little administrative experience.

While this may be partially true, it is unwise to generalise. Personality plays a big part—and there are some local government officers to whom no Government official would attempt to dictate. It must also be remembered that many of the Government Regional officers are men with long training in the central departments, and are specialists in their particular work, while the Regional Commissioners have to undertake duties far wider than normal local government.

8. Whereas police, Home Guards, doctors, and members of the Royal Observer Corps have been exempted from registration under the Civil Defence Duties (Compulsory Enrolment) Order, local government officers and

members of the civil defence services, often doing more important work and equally engaged on national service, were required to register.

Many local government officers have also been exempted by reason of their voluntary duties as members of the Home Guard, Observer Corps, etc., while others were exempt from enrolment by reason of compulsory duties as fire guards. Moreover, there are other workers engaged on vital work who have not been exempted. Decisions of this kind must be left to those who make the Orders and, though we may disagree with them, we must accept them as war-time measures.

In conclusion, the general secretary stated: "I want to assure you that the National Executive Council has paid the greatest attention to every aspect of war-time legislation in which local government is affected. At every meeting of the Emergency Committee some new problem is discussed and appropriate action taken. Although we have not succeeded on every occasion, we have made a big impression upon the various departments of the Government and their policies during war-time, and no organization has done more for its members, and with more beneficial results, than NALGO.

"We have in constant review the economic position of local government officers, and we have taken every opportunity, and, indeed, we have forced opportunities, to ensure that they obtain their full share of recognition.

"As you may know, we are in negotiation with the local authorities' associations, through the personal intervention of the Minister of Health, with a view to strengthening Whitley machinery. The higher salary policy to which you refer will come through Whitleyism.

"Do not forget that there are over 1,500 local authorities in this country each with a large measure of autonomy. It is our aim to break down that autonomy wherever it bears harshly upon local government officers. With the Government it is different. A decision, once promulgated, has equal application throughout the whole of the civil service. In other words, the civil servant has one master, local government officers as a body have many masters, and before anything like uniformity can be introduced into local government, we have to conduct endless negotiations with different types of authorities, composed of people with different experiences, and too frequently actuated by their own local and personal environment.

"I am not suggesting that we are satisfied with the status and economic position afforded to local government officers. The activities of the Association have immeasurably improved the economic position of local government officers in recent years, and there is no doubt that if we can get Whitleyism put on to a really effective basis, and fully recognised by the Government departments, we shall achieve successes in the future far outweighing anything we have been able to accomplish in the past."

## Summer Schools This Year

In the absence of a NALGO Summer School this year, members wishing to combine holiday relaxation with some mental stimulus may be interested in the summer schools organized by the Central Joint Advisory Committee on Tutorial Classes. Of the eleven schools planned, programmes for eight have been completed. They will be held at the following centres; dates and charges for board and lodging are given in brackets:

Banor (July 18-August 15; £2 10s. p.w.)  
Cambridge (August 1-5; £2 2s. p.w.)  
Coler Harlech, Merioneth (August 8-20; £2 5s. p.w.)  
Abbotsholm School, near Rochester, Staffs (August 1-15; £2 2s. 6d. p.w.)  
Crofton Grange, Buntingford, Herts (August 1-20; £2 p.w.)  
Holywell Manor, Oxford (July 25-August 15; £2 5s. p.w.)  
Training College, Hereford (August 1-15; £2 5s. p.w.)  
McIntosh Hall, St. Andrews (July 11-15)

The syllabuses include economics and international affairs at all the schools, philosophy, psychology, social and political history, and music at most, and such special subjects as trade union history, anthropology, natural science, modern Russia, and current ideologies at some. Members interested can obtain details from the Workers Educational Association, 38a, St. George's Drive, Victoria, London, S.W.1



# NALGO ROLL OF HONOUR

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## Military

### KILLED

Andley, L. A/C T., R.A.F., clerk's dept., West Riding C.C.  
Barcroft, Sgt. R. H., R.A.F., clerk's dept., Wellingborough.  
Bayliss, Pte. P., collector's dept., Southend-on-Sea (in Middle East).  
Casebourne, Major R. W. S., R.E., surveyor's office, Northumberland C.C.  
Cheetham, Sapper W., surveyor's dept., West Riding C.C. (drowned as result of enemy action).  
Clitheroe, Sgt. W.O./A.G., R.A.F.V.R., clerk's dept., Bolton. Former branch sports secretary, an occasional contributor to "Local Government Service," compiler of two books of cricket and motoring anecdotes, and presenter of radio gramophone programmes.  
Cole, A/C R. H., R.A.F., 27, architect's dept., Isle of Ely C.C.  
Coward, Sub-Lt. (A) W. J., R.N.V.R., cleansing dept., Sunderland (in Far East).  
Holman, Sgt.-Pilot N., R.A.F., 21, rating dept., Wisbech R.D.C. (in Libya).  
Jones, K., medical officer's dept., West Riding C.C. (drowned as result of enemy action).  
Nowell, Pilot-Ofcr. J. S., R.A.F., 30, sanitary inspector, Folkestone.  
Paskell, Pilot-Ofcr. L. A., D.F.M., R.A.F.V.R., finance dept., Ayr C.C. (killed while on his 55th raid over enemy territory and buried in Belgium).  
Pearcy, Sgt./Obs. G. E., R.A.F., surveyor's dept., Durham C.C.  
Salmon, L/C F. E., R.A.F.V.R., public assistance dept., L.C.C.  
Tidher, Cpl. C. A., R.A.S.C., treasurer's dept., Malden and Coombe.  
Wale, Sgt. K. F. W., R.A.F., clerk's dept., St. Marylebone.  
Wildman, R., R.N., 27, Barnsley.  
Wright, Sgt. H., Brighton.  
Wright, Sapper D., surveyor's dept., West Riding C.C. (drowned as result of enemy action).

### MISSING

Bowles, Gnr. F., R.A., housing dept., Sheffield.  
Bower, Cpl. K., R.A.F., clerk's dept., Woolwich (in Java).  
Clench, Pilot-Ofcr. P. A., R.A.F., treasurer's dept., West Riding C.C.  
Clifton, Gnr. L., R.A., town clerk's dept., Woolwich (in Singapore).  
Conibear, R. J., Portsmouth.  
Cox, Gnr. R., R.A., electricity dept., Bedford (in Malaya).  
Cochran, Sgt. E. W., A/T R.A., treasurer's dept., Sunderland (at Singapore).  
Crocker, Sig. C., R.A., health dept., Dorset C.C. (at Singapore).  
Dallas, Sgt. H. J., R.A., health dept., Preston (in Malaya).  
Dobson, Sgt. J. R., R.A.F.V.R., engineer's dept., Preston.  
Foster, Sgt.-Pilot L. N., R.A.F., Coventry (from flight over Germany).  
Forrest, Sig. W. R., R.C.S., public assistance dept., Northumberland C.C. (in Malaya).  
Greenwell, Capt. W. M., A/T R.A., treasurer's dept., Sunderland (at Singapore).  
Gregson, Gnr. Sig. J. E., R.A., surveyor's dept., Preston (in Malaya).  
Hague, B., R.E., smallholdings dept., Norfolk C.C. (in Singapore).  
Haigh, Cpl. N., R.A.S.C., transport dept., Darwen (in Malaya).  
Hipwell, Sub-Lt. G., Nottinghamshire C.C. (at Singapore).  
Hobbs, Cpl. H., C.A.P., treasurer's dept., Slough (in Singapore).  
Izod, C.Q.M.S. E. R., electricity dept., Hammersmith (in Malaya).  
Judson, Sgt. A. M., A/T R.A., clerk's dept., Sunderland (at Singapore).  
Kirtley, Sgt. W., A/T R.A., libraries dept., Sunderland (at Singapore).  
Langford, Gnr. A. R., clerk's dept., Hammersmith (in Malaya).  
Lawrence, Flt-Sgt. G. E., R.A.F., 22, engineer's dept., Paddington (off Colombo, Ceylon).  
Long, Fus. J. R., Royal Northumberland Fusiliers, libraries dept., South Shields (at Singapore).  
Miller, Sgt. A., R.A.F., 23, clerk's dept., Stirling.  
Millward, Bdr. C. G., R.A., clerk's dept., Preston (in Malaya).  
Mitchell, Driver J. E., R.E., treasurer's dept., Surbiton (at Singapore).  
Muir, Bdr. J. L., R.A., surveyor's dept., Preston (in Malaya).  
Newton, Sgt.-Pilot R. E., R.A.F., public assistance and finance depts., Coventry (from flight over Germany).  
Pain, B.Q.M.S. F. A., A/T R.A., treasurer's dept., Sunderland (at Singapore).  
Poulston, D., education dept., West Riding C.C. (from Bomber Command operations).  
Raine, Sgt. W., A/T R.A., treasurer's dept., Sunderland (at Singapore).  
Rawlinson, L/Bdr. S., R.A., treasurer's dept., Preston (in Malaya).  
Reed, A. L., Clacton (in Singapore).  
Reed, A. M., A/T R.A., education dept., Sunderland (at Singapore).  
Riddell, Gnr. F., A/T R.A., education dept., Sunderland (at Singapore).  
Robinson, Sgt.-Obs. J. W., R.A.F., accountant's dept., Crook and Willington U.D.  
Siddall, D. D., R.A.M.C., surveyor's dept., Cudworth (at Singapore).  
Smythe, Lt. F. J. C., R.E. Wiltshire C.C. (in Malaya).  
Spittle, Pte. R. J., R.A.M.C., 28, asst. sanitary inspector, Slough (in Malaya).  
Stacey, Sgt. M., A/T R.A., education dept., Sunderland (at Singapore).

Stannard, G. I., Norfolk C.C. (at Singapore).  
Sugden, Bdr. J. L., A/T R.A., treasurer's dept., Sunderland (at Singapore).

## Branch Loses 11 Members Missing at Singapore

*The Malaya and Singapore campaigns, as recent lists have shown, have taken a heavy toll of NALGO members. At least sixty are now reported to be missing there, eleven from the Sunderland branch alone. Most, presumably, are prisoners in Japanese hands, and to them and their relatives all members will wish to extend their sympathy.*

Topliss, Sgt. W., clerk's dept., Swadlincote U.D. (in Malaya).  
Wade, A/C I. H. A., R.A.F., electricity dept., Preston.  
Wakeman, Gnr./Sig. H. S., engineer's dept., Hammersmith (in Malaya).  
Wardman, Pilot-Ofcr. J. E., treasurer's dept., Stockton-on-Tees (from coastal command operations).  
Weightman, Sgt.-Pilot E., R.A.F., surveyor's dept., Northumberland C.C. (in Middle East).  
Wheeler, Sgt. K., D.F.M., R.A.F., rating and valuation dept., Eton R.D.C. (after raid on Skoda works at Pilsen). The award of the D.F.M. to Sgt. Wheeler was recorded in last month's journal.  
Wilson, K., medical officer's dept., West Riding C.C. (in Malaya).

## HOSPITALITY FOR WARRIORS

Many more branches have responded to recent appeals to offer hospitality to their colleagues in the Forces, and the list continues to grow. But many areas are still not represented, and we shall be happy to make it longer still.

### BRANCHES

Acton.—Miss J. PERGANDE, Town Hall, W.3 (ACorn 3322).  
Ashton-under-Lyne.—W. B. BRADLEY, electricity works (use of Waterworks Social Club offered).  
Aylesbury.—Sgt. J. H. MASON, NALGO Sports and Social Club.—C. A. MELLOR, County Hall.  
Barking.—R. A. BROWN, Town Hall Annex.  
Basingstoke.—Mrs. E. J. LOBJOIT, Municipal buildings.  
Blackburn.—NALGO Sports and Social Club.—J. COX, 42, Victoria Street.  
Burnley.—Greenhill Club, 163a, Manchester Road (billiards, bowls, cards, darts).—J. M. HOLT, Education Offices, Manchester Road.  
Cambridgeshire.—LEO MASON, Shire Hall.  
Canterbury.—J. E. NEWPORT, Municipal Buildings, Dane John (Canterbury 2826).  
Chelmsford.—L. E. INNES, Essex Rivers Catchment Board, Essex Rivers House, Springfield Road.  
Cheshire County.—H. JONES, 47, Walter St., Chester.  
Clacton-on-Sea.—Staff social, with table-tennis, etc., each Thursday evening, Town Hall.—Miss CROXFORD, Town Hall.  
Colchester.—A. E. GODBOLD, Town Hall.  
Croydon.—A. E. ALLEN, Public Assistance Dept., Mayday Road, Thornton Heath (CROYdon 4433, Mayday Switchboard, Ext. 122).  
Dudley, Worcs.—S. N. COLYER, Sedgley Emergency Hospital, Burton Road (Dudley 2243).  
Ereith.—D. H. E. HOCKLEY, Council Offices.  
Gillingham.—H. KING, Municipal Buildings.  
Glasgow.—Members are invited to avail themselves of the catering and other facilities of the Allies Canteen, 166, Argyle Street (corner of Union Street), as guests of the branch and are asked to sign the autograph book in the canteen.  
Grimsby.—J. W. L. BUXTON, Treasurer's Dept., Municipal Buildings, Town Hall Square (Grimsby 55141).  
Hinckley, Leicestershire.—J. G. ST. TOMKINS, 16, Station Road.  
Hornchurch.—D. H. ELLIS, Council Offices, Biller Lane (Hornchurch 3434).  
Hounslow.—Heston & Isleworth staff sports club, 129, Hanworth Road, Hounslow (for billiards, table tennis, etc.), offers temporary membership. Apply: Hon. Sec., B. F. EMMERSON, Council House, Hounslow.  
Hucknall.—E. H. ADAMS, Health Dept., Watnall Rd.  
Hull.—E. F. FOSTER, Treasurer's Dept., Guildhall (Hull 36880).  
Ipswich.—Miss E. M. EDE, Social Welfare Dept., 19, Tower Street (Ipswich 2208).  
Isle of Wight.—S. H. MATTHEWS, County Hall, Newport, I.O.W.  
Kirkby-in-Ashfield.—L. H. JAMES, Gas Dept., Urban Road.  
Leicester.—S. DAWSON, Transport Dept., Abbey Park Road.  
Lincoln.—Lindsey County officers hold a monthly social. Particulars from secretary, NALGO County Offices.  
Liverpool.—W. HART, 22, Duchy Chambers, Sir Thomas Street (Bank 487).  
March, Cambs.—C. F. BOTTERELL, County Hall.  
Morley (Leeds).—N. WRIGHT, Education Offices, Queen Street.  
Newcastle-upon-Tyne.—V. GRAINGER, Town Hall.  
Orpington.—R. H. JORDAN, Council Offices, 46, Bark Hall Road, or (home) 255, Court Road.  
Paddington.—Bowling and Sports Club, Castellain Road, Maids Vale (bowling, tennis, table-tennis, billiards, darts, cards).—T. F. DUNNING, Town Hall (Paddington 7672).

Woodcock, F., R.A.F., education dept., West Riding C.C. (from Bomber Command operations).  
Wylde, B.S.M., R. E., A/T R.A., treasurer's dept., Sunderland (at Singapore).

### PRISONERS OF WAR

Mann, R. E., 25, Lancashire C.C.  
Poynter, Bdr. F. G., clerk's dept., Hammersmith (in Libya).  
Samson, Pilot-Ofcr. W. R., R.A.F., architectural assistant, Stockton-on-Tees.  
\* Previously reported missing.

### Civilian

### KILLED

West, Dr. J. R., (Captain in Home Guard), secretary for education, Dorset (killed in accident during an R.A.F. demonstration).

## AWARDS TO MEMBERS

### D.F.M.

Mountain, Flt-Sgt. A. P., R.A.F., clerk's dept., Bradford, and former secretary of branch sports club. Official announcement states: "This airman has carried out 34 long-distance sorties, including attacks on objectives in France, Cyrenaica, Syria, Greece, and the Dodecanese Islands. He also took part in a raid on the Corinth Canal area. Throughout he has displayed a high standard of skill and determination, and he is regarded as one of the best of captains."  
Paskell, Pilot-Ofcr. L. A., R.A.F.V.R., finance dept., Ayr C.C. The award was made for gallantry during the Battle of Britain, and as is recorded in another column, this officer was subsequently killed taking part in his 55th sortie over enemy territory.

Penarth, Glam.—J. THOMAS, 19, Albert Road.  
Reading.—J. H. SOWDEN Hall, Weights and Measures Dept., Field Road (Reading 4190).  
Rochdale.—Municipal Officers' Club, Toad Lane (billiards, table-tennis, darts, cards, and bar).—J. H. LEVER, Town Hall, Rochdale (Rochdale 3181).  
Scarthorpe.—W. H. KENDALL, Civil Defence Headquarters, Comforts Avenue.  
Southall.—R. N. ROOK, Town Hall (Southall 1374).  
South Shields.—F. OLLIER, Borough Treasurer's Dept., Town Hall (South Shields 1380).  
Stoke-on-Trent.—T. W. POOLE, Town Clerk's Office, Town Hall (Stoke-on-Trent 4824).  
Ware, Herts.—E. B. CULLIN, secretary, Herts A.R.P. Recorded Music Society, welcomes music-lovers to his home, 17, Jeffries Road, Ware, by appointment, and to meetings of the society, usually 3 p.m. first Sunday each month at The Priory, Ware.  
Weymouth.—R. W. MILLER, Municipal Offices.  
Wimborne.—J. W. BABB, Borough Engineer's Dept., Town Hall, S.W.19.  
Wrexham.—H. BROOKFIELD, Borough Surveyor's Dept., 1, Grosvenor Road.  
Yeovil.—Miss J. L. KEBBELL, B.A., Municipal Buildings.

### PERSONAL

Bromsgrove.—F. W. GOODMAN, The Pines, Stourbridge Road (secretary of Bromsgrove branch).  
Cheadle Hulme, Cheshire.—J. DARRICOTTE, Grove House, Grove Lane (Bramhall 306) offers "meals, bath, food, snooker, table tennis," etc., to members, who should write or phone first.  
Harrrogate.—L. DELOW, 4, Woodside (Office, Harrrogate 503; home, 2808).  
Scarborough.—H. WILSON, 32, Newlands Avenue.  
South Shields.—J. Y. FAWCETT, "Earlens," 11, Windermere Crescent, Harton (South Shields 1000).  
Stoke-on-Trent.—J. CLARK, Southgate, Norton Road, Stourbridge (Stourbridge 57175) (formerly a member of the Southgate branch).

## And for Women, Too

The following branches offer hospitality and assistance to women members and relatives of members transferred to factories in the area:

Bilston.—Miss M. JOHNSON, Kingswood House, Wellington Road.  
Bolton.—Mrs. IDA M. TAYLOR, Town Clerk's Office, Town Hall.  
Cambridgeshire.—Miss W. E. ALDER BARRETT, County Library, Shire Hall, Cambridge.  
Cheltenham.—Miss B. A. RICHARDS, Health Dept., Municipal Offices (Cheltenham 2001).  
Croydon.—A. E. ALLEN, Public Assistance Dept., Mayday Road, Thornton Heath (CROYdon 4433, Mayday Switchboard, Ext. 122).  
Derby.—Miss D. A. JONES, "Elmhurst," Lonsdale Road, Choksey, Derby.  
Feltham, Middx.—Miss B. E. CARTER, Council Offices, Bridge House (Feltham 2281).  
Grantham.—Miss M. LYNN, Housing Supervisor, 36, Avenue Road.  
Lincoln.—Miss F. P. HARROLD, Infant Welfare Centre, Newland, Lincoln.  
North Cheshire.—Miss ATHERTON, Town Clerk's Dept., Sale.  
Southall.—R. N. ROOK, Town Hall (Southall 1374).  
Stoke-on-Trent.—T. W. POOLE, Town Clerk's Office, Town Hall (Stoke-on-Trent 4824).  
Swindon.—Miss M. HURTELOU, Treasurer's (Rates) Dept., Civic Offices.  
Wrexham.—Miss M. E. THORPE, 94, Rhosnesney Lane (Wrexham 2925).





# CLASS WAR AT COWSLIP

**"JACKASS" rushes in....**

IN families of all kinds, whether the small unit enclosed by four walls, the larger bounded by national frontiers, or men's innumerable associations for furthering this or forbidding that, absolute harmony is rare. Sometimes there is active discord, more often its impending shadow. In every case the root of the trouble is an apparent divergence or conflict of duties or interests.

In well-bred families the generally accepted solution, though not a solution at all, is to ignore the difficulty, to avoid mentioning it, or to maintain that it doesn't exist. Occasionally, changing circumstances effect a cure without positive action, and everyone breathes freely again. Otherwise, the situation deteriorates steadily until an explosion shatters the carefully maintained atmosphere of tranquillity, whereupon someone has to attempt in haste and under unfavourable conditions to solve the original problem, as the only means of restoring even an appearance of peace.

In Much Cowslip we are a very well-bred family. If the employing council treat us in a particular instance with obvious injustice, we swallow hard and tell each other how nice it is to be on such completely amicable terms with them, and how disastrous it would be to imperil the happy relationship which has always existed because we have never done anything to disturb it. If the Divisional Secretary, an interfering fellow, asks deferentially whether he can help us to press for a reversal of the council's decision, we rebuff him sharply, insisting that we are the best judges of local conditions. And if, as does sometimes happen, the council do at a later date relent and make a very small concession, we rush round congratulating each other on our restraint and foresight, and ask rhetorically where we would have been if that NALGO chap had been allowed to rush in where we angelically feared to tread. Probably the answer is "A lot better off"—and probably in our inmost hearts we know it—but we are all too well-bred to tell each other so. We are determined to ignore the fact that we never obtain from our council more than a tenth of what we ask, equalling a fortieth of what anyone else would ask and a twentieth of what we ought to get. To admit that unsatisfactory position would be to admit the need to do something drastic about it—which would be uncomfortable. Just so the invalid, fearing the risks of a major operation, suffers in silence, avoids his doctor, and proclaims his robust health until sudden collapse makes further pretence impossible.

On this problem of negotiations we in Much Cowslip, like other branches if this year's Conference is any guide, have seen the light. We are building all our hopes on an effective National Joint Council, a Joint Committee, or what-have-you as long as it works, and we are willing, almost anxious, to forgo all the advantages of local negotiations, even in such an extraordinarily amicable atmosphere, in favour of compulsory national

awards. We, and others, are ready to change the angels we know for the devils we don't.

On another problem—which is as yet still in the stage where not only local branches but headquarters are too well-bred to mention it—we see no such easy solution impending. It is the problem of the individual officer at acute variance with his chief officer and appealing to his branch for support. We have always maintained the polite fiction that salaries and service conditions are never at issue between the chief officer and the lesser fry, since they are colleagues and fellow-members of the Association, but only arise between the service, as a whole and its employers, the authorities. On major questions, affecting staffs generally, that is true—though even then the chief official can be an invaluable ally or a powerful opponent in local negotiations. What we have never acknowledged, because it raises awkward problems, is that in all the far more frequent decisions affecting individual officers, the chief officer's recommendation is the deciding factor. Someone must say who shall be promoted, or how work shall be apportioned. Who but the chief officer can or should do this is difficult to imagine, but the inevitable corollary—that few of us can afford to offend our chief officers—has its disturbing features.

We have had an illustration recently in Much Cowslip. Blatherpatch, who for all his faults is a competent and zealous workman, was rather annoyed that the Clerk and I had been elected as delegates to Conference—so destroying his own hopes of attending. What he would have said had he known that actually he received most of the votes (which it was fortunately my duty to count and the Clerk's to check) I shudder to think. As it was, in a rather ungentlemanly outburst at the Executive meeting where the result was announced, he referred to the Clerk and myself as "Mary and the little lamb" and "The Old Gang," and moved that in the interests of economy only third-class railway fares should be allowed in addition to the subsistence allowance. We were in rather a delicate position, because he was able, through a regrettable breach of official confidence by Sam Signalton, our stationmaster, to reveal that we had, in fact, already bought third-class tickets. Making the best of the situation, the Clerk explained that we never intended to claim the first-class fare, pretended not to hear the general mutter of "Sez you," and thanked Mr. Blatherpatch for reminding him. At the same time, he made a prominent note—"Mr. B."—on his shirt-cuff. After all, it had cost us eleven and fourpence each.

I was busily sorting the Clerk's correspondence into the usual three heaps next morning—those I could answer, those he could answer, and those I knew neither of us could answer—when Blatherpatch approached me in considerable excitement and asked if I knew what that old so-and-so had done. Apparently he had just received an instruction to look through all the filed correspondence since 1925, count

all the letters written in pencil, and supply the resulting figure to the Clerk not later than 9 a.m. the next morning.

At first I didn't grasp the full implications, until Blatherpatch pointed out that he would have to work until midnight to do it. "This," he said dramatically, "is victimisation. I demand protection from my Association. I insist on justice. I rely on you."

At first I was inclined to shoo him away. After all, I had lost eleven and fourpence as well as the Clerk, and I resent being called anybody's little lamb. I told Blatherpatch so, but he got under my guard by appealing to my sense of duty as his branch secretary. Was I, he asked, the kind of man who would stand idly by out of petty self-interest while a colleague suffered foul injustice? Actually I was—or rather, I had a wife and family and saw no sense in adding to the sufferers—but I hadn't the courage to say so. So I said "Certainly not!" very emphatically, as though it was the last thing I was capable of. Quickly I added that I couldn't see where I could possibly help, and reminded him that he had been rather injudicious. Bluntness in debate is one thing, but a Clerk is a Clerk, and one had to use discretion, surely.

Blatherpatch talked at length about free speech, equality of all within the Association, and so on. Most of it was right in theory, but I couldn't see that it carried us any further in fact. Eventually, I agreed to see the Clerk, convey Blatherpatch's totally insincere apologies for any personal remarks he might have made at the Executive meeting, and generally pour oil on troubled waters.

When, in some trepidation, I kept my promise, the Clerk was affability itself. He assured me genially that Blatherpatch was entirely mistaken in thinking he, as Clerk, would stoop to use his authority in such a despicable way. I could tell Mr. Blatherpatch that, on the contrary, he had a great admiration for him and his ability—and for that very reason had entrusted him with this urgent and important work on past correspondence.

Emboldened by this cordial reception, I ventured to say that Blatherpatch failed to see the purpose, necessity, or urgency of the task allotted to him, which would entail working far into the night. Smiling broadly, the Clerk replied that he must surely be the judge of that, and in fact he had several similar and equally interesting and important duties which he felt he could trust only to Mr. Blatherpatch, and which would—nobody regretted it more than he—keep Mr. Blatherpatch so busy for many evenings to come that he would probably find it impossible to attend any more Executive meetings for a long time. It was a thousand pities, but after all work must come first, and the war effort must not suffer. He was sure Mr. Blatherpatch would be the first to agree.

I have told Blatherpatch that, as Secretary, I cannot constitutionally do more without the approval of my Chairman, who is, of course, the Clerk. There the matter rests at present.





Oh, Whitehall!

A North-East of Scotland farmer who received a letter from a Government department instructing him to go on with his ploughing as he had not ploughed his whole quota, replied that his staff was depleted and that the lambing season had come upon him so that ploughing would have to be suspended for a short period.

He has received a reply instructing him to postpone the lambing season for a month.  
—Reynolds News.

Overheard After Conference?

Some think I may peep I'm under the influence of incohol. Well, I'm not so thick as you drink, but my goodness do I fool feelish!

The Long and the Short of it

An A.R.P. warden said:

"Upon hearing screams apparently coming from the direction of the highway, I immediately proceeded from the interior of my post to the entrance."

Solicitor: But in unofficial language, what did you do?

Warden: When I heard the screams, I hopped out of my hut.

How right you were, Mr. Bentley!

I am sure Sir Kingsley Wood  
Tax us less if he could,  
But considering the size of the bill,  
I doubt if Sir Kingsley Will.

Harsh

"The Watch Committee reported that the Chief Constable had submitted a proposal to provide cap badges for himself and the Inspectors of the Police, in accordance with the Home Office specification. The badges could be purchased at a cost of 7s. 6d. each, in addition to the cost of a die of the Borough Crest, estimated at 85s. The Chief Constable's proposal was approved and he was authorised to purchase the cap badges and die."—Kent paper.

Has he seen Naples? asks the Kent County Chronicle.

It's Not Fair!

"I don't like all these unknown parts of the world continually cropping up, and me knowing nothing about them!"

"Doubly Sure"



"What precautions do you take about the drinking water, sergeant?"

"Well, sir, first we filter it."

"Good."

"Then we boil it."

"Splendid."

"Then we chlorinate it."

"Excellent."

"Then, to make quite sure... we drink beer!"

In the Queue

"What a lovely piece of salmon!"

"That's not salmon; it's cod blushing at the price they're asking for it."

"A Clanjanderin' Old Faggit"

He owned a few small cottages and one day a fire broke out in a shed where he kept his paraffin. In a couple of hours these cottages had gone up in smoke. From London I heard of the trouble and went down to render first aid. The old man, nearly eighty then, was very brave.

"When I see them flames a devourin' of my substance," he said to me solemnly, "I did wholly thank the dear Lord."

"Why?" I couldn't help asking.

"In the first place, my friend," he went on, "the Lord took me wife so she shouldn't see me trouble. Then He had let me keep them housen for most a dozen years."

One of my elderly neighbours was a different kind of widower. "A clanjanderin' old faggit ever you see," he told me, referring to his departed. "She never give me no peace o' me life. Th' good Lord took her years ago an' He were kindly welcome."

—S. L. Bensusan in "The Listener."

Cri de Cœur

"I hope that those of our staff who want to wear slacks will be few and far between, because in these grim times we do want to keep a certain amount of femininity."—Fulham Councillor quoted in the Evening Standard.

But It's Very Rare!

One of the greatest pains to human nature is the pain of a new idea.

—Bagehot.

Comme ça, Comme ça!

(1) Widow (reminiscing): "My old man was a perfect 'usband—never lifted 'is 'and to me, 'e didn't."

(2) When Adam day by day

Woke up in Paradise,

He always used to say!

"Oh, this is very nice."

But Eve from scenes of bliss

Transported him for life.

The more I think of this

The more I beat my wife.

—A. E. Housman.

Value for Money

"I hear they're going to have a Tear Gas test—but they're not going to tell us when it is. I think that shows we're expecting gas soon."

"Well, we're paying for this war—twelve millions a day. We may as well have everything."

Government

Government is a contrivance of human wisdom to provide for human wants. Men have a right that these wants should be provided for by this wisdom.

—Edmund Burke.

Short Story

He was sitting at the bar, "downing" one after another and laughing boisterously. Every now and again, as he mumbled to himself, he would hold up his hand.

"What on earth are you doing?" asked a barman.

"I'm telling myself jokes," was the reply.

"But why do you keep holding up your hand?"

"Oh, that's where I stop me if I've heard it."

Thought for To-day.

You levellers wish to level down as far as themselves; but they cannot bear levelling up to themselves.

—Dr. Johnson (1763).

Wisecrack

I never forget a face—but I'll make an exception with yours!

—Groucho Marx.

What, Indeed?

We are told that when Jehovah created the world, he saw that it was good. What would He say now?

—Bernard Shaw.

Black Woman's Burden!

A public health nurse was calling at a Negro home where there was an expectant mother. The old grandmother suddenly asked, "Is you married, nurse?"

"Goodness, no!" said the nurse playfully. "I have enough troubles already!"

"Why, nurse," the old lady chided, "husbands ain't any trouble, they're just an added burden."

Allergy

I knew a very bald man, and if he ate



marmalade the top of his head began to steam.

—Commander Campbell in the "Brains Trust."

Is This a Record?

The epitome of Lincoln hero-worship is reported by Professor Helen White of the University of Wisconsin. "Abraham Lincoln," wrote one of her freshmen, "was born in a log cabin which he built with his own hands."

What's in a Name?

I am told that in Nyasaland young Afficans pick themselves European names and are fond of publishers' catalogues as sources. One announced that his name was Harrap, another that his was Stanley Unwin, but a third declared his name was Oxford University Press.—From "Talking at Random" by Douglas Woodruff.

Oh, Micester!

There was a young fellow of Bicester,  
Whose left ear looked more like a blicester.

When he kicest a strange micest—

Then she higest "You take thices!"

With a twicest from her ficest—when he

kicester!

—C. R. Boreham (Wimbledon branch).

Heard on the Bus

"Any room inside?"

"No, mister."

"All right. Any room on top?"

"No, mister."

"Blimey! Could you do with a blooming roof spotter?"

The bus drew up in Parliament Street.

Glancing at his passengers the conductor shouted, "Ministry of Health, Houses of Parliament, and if yer conscience troubles yer, Scotland Yard."



## AWAY WITH BRANCH AUTONOMY!

### Cause of Salary Anomalies

AS an enthusiastic supporter of "Critic's" proposal for the abrogation by branches of their present autonomy, I was glad to see that those district committees which have reached conclusions on the "Blueprint for NALGO," are, broadly speaking, in favour of this measure. How can we logically demand national scales of salaries, etc., whilst our own internal affairs are conducted in this "parish pump" fashion? Most of the salary and service anomalies are directly due to branch autonomy. A uniform policy is needed on all service questions—a policy that must be imposed on branches, and which they must loyally carry out. How else can uniformity of procedure and application be obtained?

As an example of the chaos and confusion arising from the present system, I cite two authorities in South London. When a promotion scheme—resulting mainly from war conditions and a consequent rearrangement of certain duties—came before authority A, the promotions, and accompanying increases of salary, were opposed by a small minority of councillors, who quoted the *officers* of neighbouring Authority B, who had refused rises during wartime!

Surely it is wrong—and dangerous to NALGO—when the members of one authority can quote the officers of another to the detriment of their own officers. I say, therefore, away with branch autonomy in the field of salary and service conditions. It is obsolete and anachronistic. Branch executives, in the aggregate, are not constructed to pursue, and are hampered by various and obvious disabilities from the pursuance of, a vigorous salaries and conditions policy. The same ingrained inhibitions and repressions, and the need for "caution," "preserving good relations," and the "walking before you run" ideology would disappear with an independent negotiator, free from the interplay of local prejudices and repercussions.

Believing that democracy and free speech do mean something, I refuse the cheap refuge of a pseudonym, and bracing my shoulders for the storm, I sign myself,

125, Casino Avenue,  
Herne Hill, S.E.24.

GEO. BROOKS.

## OFFICERS' NEED TODAY

### National Scales and Conditions

RECENT decisions of local authorities on the making up of war service pay, cost-of-living bonus, and other measures, have been so inconsistent as to demonstrate that the treatment of officers in a service which is as national as the civil service, the teachers, and the police, is unfair to most, advantageous to some, and undesirable in its application to the whole.

Whereas the salaries and service conditions of police and teachers are controlled on an equitable national basis, the local government officer is employed at the pleasure of his authority, which, in the words of the Local Government Act, 1933, "may pay him such reasonable remuneration as they may determine." He has no guarantee of adequate remuneration nor, unless he is a medical officer of health or a sanitary inspector, any security of tenure, and no guarantee of service conditions.

Not a single local authority, I suggest, has adopted in full the recommendations of the Hadow Committee on the recruitment, training and employment of local government officers.

Why should there be only a few officers who may not be dismissed by the council except with the consent of another body? If some are entitled to this protection, why not all? Is the medical officer or the sanitary inspector more likely to suffer victimisation than the town clerk or assistant solicitor, who may

have to prosecute an influential member of the council, or the treasurer, who may have to refuse to carry out his council's instructions in order to comply with the law?

Every officer should have a right of appeal so that any suggestion of victimisation or unjust treatment can be dealt with by an independent body.

The service conditions of the local government officer are, generally, good, much better than those of many manual workers; but they vary from one authority to another. In some authorities, overtime is worked regularly without regard to the staff; in others, payment is made for overtime or compensatory leave is given. These and other discrepancies in service conditions are specially apparent

## READERS' FORUM

Since most of the space in next month's journal will be taken up by the report of Conference, there will be little room for letters. Correspondence on urgent topical questions will, however, be published if it reaches the Editor at 192, Edgwarebury Lane, Edgware, Middlesex, not later than June 8.

today, when food control staffs are working in the same buildings as local government officers.

On salaries, I consider that the institution of the National Whitley Council as the body which can take decisions for the service as a whole is the only solution which can work under existing conditions. But it is imperative that the decisions of the National Council, and of the provincial councils, acting upon its awards, should be compulsory.

If the Government is prepared to recognise the Whitley Councils, then it should take steps to enforce their awards, just as it enforces the Burnham Scale in its application to teachers. Today, there is more than one deputy director of education receiving a lower salary than a head teacher in one of his authority's elementary schools. The advantages of national scales are obvious. Uniformity of salaries throughout the country would mean better relations between officers and local authorities, and between officers and the public. It would also mean the end of applications by individuals for salary increases, and the consequent undesirable public discussions by councils on those applications.

An eminent authority on local government gave it as his opinion recently that, generally speaking, the salaries and service conditions of the local government officer were the only matters over which a local authority had a control completely free from Government Departments.

If we are to use the Whitley Councils and invest them with a power they do not at present possess, they would have to be constituted more in the shape of the Agricultural Wages Tribunals, and provide for independent parties to attend so that deadlocks would not occur.

The Whitley Council would then be able to provide national salary grades, national conditions of service, and also to act as a final arbiter in disputes between officers and their authorities.

The local government service has assisted the Government during the war in a manner which has, I believe, surprised the various Ministers of the Crown. The service has undertaken much extra work with no reward save the satisfaction of having done a job well and perhaps the thanks of heads of departments. The work had to be done and it was done. Is it too much to ask that the local government officer should be put on the same basis as his colleagues, the teacher and the police officer; that the service to which he belongs should be treated as a national service; and that the conditions of that

service should show a degree of uniformity not inconsistent with the national service he performs?

Town Hall,

A. J. D. LANGFORD

Hereford. Public Relations Correspondent.

## THE PATH TO PROGRESS

### Nationalisation, Not Competition

IN his article, "Clearing the Path to Progress," in the March journal, Guy Woolacot Mason advocates the retention of temporary officers after the war, arguing that "with initiative at the helm, and an unrestricted course, there would be a wide scope for local authorities to compete for many public services hitherto in the hands of profit-making concerns" and that "the strong business element brought into local government by the temporary staffs would, if fostered, infuse new life and meaning into the army of officers returning after the war."

Does he seek to infer that permanent officers lack the qualities of initiative and business acumen? We recognise the desirability of reform in local government, but how does Mr. Mason, with his initiative and business acumen, propose to compete against gas, water, and electricity undertakings where these are already in the hands of private concerns? Surely not to set up rival plants for these services?

Nationalisation is the only true "Path to Progress." We should have local government administered by the State, and State control of public services now undertaken by private concerns. Where have the many London and suburban passenger transport companies gone? The State has taken them over, under the L.P.T.B. After the war, the railways, too, are to be nationalised. A special branch of the civil service should be inaugurated to which all local government work should be transferred.

It would appear from the article that temporary officers have axes to grind.

CLIFFORD R. HOLLIS, L/Sgt.  
Royal Armoured Corps.

## "FORWARD MARCH"

### Does It Spell Disunity?

IN an admirable letter last month on reconstruction needs, M. J. Miles of Coventry competently showed that the problems (including those of local government) inherent in capitalist society can be overcome only by changing that society to one which is based on common ownership of the means of production. He stated that "Forward March" existed to stimulate the urge from below that was necessary to alter the system.

The very existence of "Forward March" is of itself a sign that faith in the old system is breaking down, and draws attention to the danger of an awakening interest that is attracted to any ephemeral organisation that seems ostensibly to be able to solve the problems confronting mankind today.

If the object of "Forward March" were purely to educate; to direct thought along those channels which reveal the bankruptcy of capitalism and demonstrate the need for socialism; to build up that consciousness of the destiny of humanity under socialism that provides the moral foundation which will enable us willingly to contribute those sacrifices that are necessary to secure victory, one could welcome it, although one would wonder why it should appear when already there exist at least two avowedly socialist parties—the Labour and Communist parties. (Believing it to be short-sighted to ignore the mature experience of these organisations, I should be glad, as was Mr. Miles in connection with "Forward March," to send details—stamped, addressed, foolscap envelopes, please.)

Doubts as to the value of "Forward March" to the socialist movement arise when one

(Continued on page 126)



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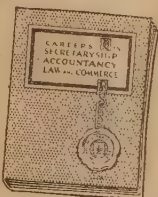
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## FIRE PREVENTION (BUSINESS PREMISES) (No. 2) ORDER, 1941

### *Reimbursement of Subsistence Allowances to Occupiers*

WE have supplies of forms which make provision for parts 1 and 2 of Home Security Circular No. 255/1941, supplementary to the above Order.

Patterns are also available for Home Security Circular No. 256/1941 covering allowances for Civil Defence Workers.

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(Continued from page 124)

observes that its purpose is not apparently to educate but to engage actively in current politics by advocating common ownership as the prerequisite for victory over Hitler. This organisation, overlooking or under-estimating the advantages to be gained by advocating public control, which does not raise the question of ownership, of war industries, had its first success at Wallasey, where Mr. Reakes received the active support of Sir Richard Acland. This success is a measure of the danger created by "Forward March." The cry of "Common ownership now" echoes that of "Socialism now," and supplements Hitler's warning to those who oppose him that he is Europe's bulwark against bolshevism. Now not all those who oppose Hitler are socialists or even pro-socialism. To the extent that they think that fighting Hitler advances the cause of socialism, they are unwilling to oppose him; to that extent they are his allies and form a nucleus of his fifth-column.

Thus it may be said that the policy of "Forward March" does little to strengthen the internal, national unity that is essential for the effective expression of the external, international unity that will bring victory.

31, Seymour Court, F. NEWMAN.  
Whitehall Road,  
Chingford, E.4.

## LAND NATIONALISATION

### A New Movement

A MOVEMENT under the name of Commonwealth Economic Equity has been registered and we are arranging a conference of national planners and monetary reformers to be held at the Surveyors' Institution, 12 Great George Street, Westminster, S.W.1, on Wednesday afternoon, June 3, at 3 o'clock, to consider whether it would be possible for planners and reformers to combine and co-operate with a view to political action. We should be glad if all those members of NALGO who approve of Crown-ownership of the land could see their way to join us, and, if possible, to attend the conference.

All who attend must accept two pre-requisite conditions to enable agreement and co-operation to be speedily attained:

- That ownership of all land shall revert to the Crown.
- That the basis of co-operation shall be agreement on the economic ends to be achieved.

The economic technique for which we stand is that, as professional men, we should agree the economic ends we are seeking to achieve, and that, when a agreement is reached on these, we can shape the means to the ends. The money can easily be found, but the best method of finding it can be determined only after agreement has been reached.

The true economists are the architects, electrical engineers, agriculturists, and monetary specialists working in unison towards agreed economic ends.

If the new technique is found to be true, and I have no doubt that it will be, we shall be able to command a greater influence in the country when we get going than any of the political parties. The public will trust the technicians because professionally, and in the best interest of their science, they must necessarily be guided by experience and the highest interests of their art. In other words, they must tell the truth as experience has dictated it to them, and the public want to know the truth.

The economic ends we seek to achieve may briefly be stated as follows:

- Crown-ownership of the land.
- The complete rebuilding of Great Britain every forty-nine years to ensure the removal of slums, distressed areas, and poverty.

(c) The abolition of rent, which would be replaced by the repayment of cost plus 1 per cent in forty-nine yearly payments. This will enable larger and better homes, electrically equipped, to be provided.

(d) A fuller and more equitable distribution of wealth.

(e) The nationalisation of railways, mines, electricity, and gas.

(f) The development and maintenance of a prosperous national agriculture, industry, and trade, on the basis of private enterprise.

(g) To ensure that the composition of our imports shall be largely made up of



"Hey! You didn't join the Home Guard to fight"

products which cannot be produced in the home market, and that they are paid for by our exports.

(h) That the proceeds of our exports shall not be earmarked for investment abroad, which in any event should be subject to license.

In short, our objective should be the development of a science of consumption.

Will any who would like to become members of the Movement kindly communicate with me at the address below?

J. TAYLOR PEDDIE.

Commonwealth Economic Equity, Chairman.  
26, Stafford Court,  
Kensington, W.8.

## LOGOMIA INSURANCES

### Needs Of the "Over 55s"

MR. HOLDSWORTH'S complaint that Logomia will not issue assurance policies on lives over 55 is interesting, because many local government officers specially need such policies. At that age, their salaries are presumably greater and their family expenses are often less than when they and their children were younger, so there may well be a greater margin available for life assurance. Moreover, an elderly officer who has studied the question of widows' annuities payable out of the Superannuation Fund may reasonably desire to provide for his wife some protection against the risk that he will not survive to retire on pension and that she will consequently be ineligible for the widow's annuity. This problem may be solved by a temporary policy, valid to the date of the officer's probable retirement. Also, an elderly officer may well conclude that the most satisfactory method of utilising surplus income during his last five or ten years in harness is to effect a whole life policy with fairly heavy annual premiums for those few years and no further liability for premiums after retirement, a course which may wholly offset the drop in available income on retirement.

I have myself effected such policies when well over 55 on terms which are equally satisfactory to myself and to the mutual

assurance company concerned. The company stands, in fact, to derive a substantial profit for its participating policy holders if I live beyond the age of 65. Logomia may have some good reason for limiting its scope; but that reason cannot be the unconvincing one adduced in your editorial footnote to Mr. Holdsworth's letter, as there should be no difficulty in settling premiums on a sound actuarial basis to avoid the likelihood of loss to Logomia's other policy-holders.

Middlesex.

R. A. ROBINSON.

## AUTHORITY FOR EACH SERVICE

### Undemocratic Proposal

MR. MARSDEN'S further information regarding his scheme for "technical corporations" for each service, convinces me that his proposals are even more undesirable than they seemed in his original article. They mean the virtual abolition of local self-government on a democratic basis. As a citizen (as well as an officer) I should oppose transferring powers of local authorities to government departments, despite the advantages claimed for regional offices. Moreover, as a citizen I view the claims of "technical experts" for a free hand with some suspicion. Sir Gwilym Gibbon has said: "Experts . . . are apt to see through a microscope those matters which are their concern and through the wrong end of a telescope those which are not."

The scheme advocated by Mr. Marsden would mean isolating services which are merely parts of a whole, and his proposals for co-ordination are unconvincing. One wonders whether Mr. Marsden's object is to improve the public service or to improve the position of experts and clothe them with almost unlimited powers.

NORMAN DAKER, D.P.A.Lond.,  
The Priory, Ware, Herts. F.C.I.S.

## A WOMAN'S GROUSE

### Cannot Join Services

WHY, amongst all the "glories" (!) of women's emancipation, are the women employed by local councils not encouraged to join the Forces?

We daily see our male colleagues "put their house in order," change their familiar attire for that of one of the three Services, and bid us good-bye. Some will not return. Their places are taken over by "temporaries" of various degrees of intelligence—and we eagerly await our "call up." I, for one, have been waiting for eight months.

Apparently we are in a cleft stick. We cannot volunteer. Either we continue to do our work—envying our "called-up" friends—with a gradual waning of enthusiasm, or we resign from the Corporation, join the service we have set our minds on—A.T.S., W.A.A.F., W.R.N.S., Nursing or Land Army—and have the mortification of seeing another with less patriotism than ourselves step into the old job with a self-satisfied smirk, and sit tight with a "more fool you" attitude.

Cannot something be done about this? There must be many hundreds of ex-corporation employees, retired or married, who would willingly return temporarily, counting that their war work, to release those who are eager to help their country in a more active way than merely solving endless Government circulars. If such a thing could be done, then we who are "raring to go" could join up with a clear conscience, knowing that our work would be well and truly carried on, and that, on the close of hostilities, we could take up the reins again, happy in the knowledge that we, too, had "done our bit" to serve our country.

### WOULD-BE VOLUNTEER.

Surely the maintenance of the life, health, and morale of the civil community (not to mention civil defence) is as essential and calls for as much "patriotism" as the possibly more spectacular work of the women's services.

(Continued at foot of next page)



# YOUR QUESTIONS ANSWERED

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The following questions and answers are based on inquiries made recently by Headquarters of Government departments and the replies received.

## Women's Land Army

Is service in the Women's Land Army recognised by the Ministry as war service within the meaning of the Local Government Staffs (War Service) Act, 1939?

Where an employee of a local authority transferred to the Women's Land Army under the arrangements indicated in paragraph 1 of Circular 2537, the recognition as war service given in that paragraph would apply. In any case, where employment of this nature is found not to be covered by the circular specific application by the local authority concerned for its recognition would be entertained. It is unlikely that any difficulty could arise in giving the desired recognition where a local authority applied for it.

## Control of Engagement Order

A secretary shorthand-typist to the clerk of a rural district council, aged 24, has applied for a position under a local authority in another county, but has been told that if she leaves the county in which she is now working she will become liable for national service. Is this correct?

Normally a young woman of this age who becomes available for employment on leaving school is regarded as liable for national service. In this case it seems that the woman concerned has special qualifications for employment in the local government service which should be used in the national interest, and for this reason the Ministry of Labour would be prepared to place her in suitable employment with another local authority which made use of her qualifications and experience. If she visits her local Labour Exchange, explains

her position and the precise nature of the job she desires to take, arrangements will be made for her to be submitted to it, provided the job is of a kind to use her experience adequately.

Under the terms of the Employment of Women (Control of Engagement) Orders a young woman of this age is obliged to obtain employment other than certain excepted employments through a local office of the Ministry of Labour.

## Post-War Credits

Is a local authority entitled to take the 6d. a day post-war credit into consideration when calculating supplementary allowances under Section I of the Local Government Staffs (War Service) Act?

This is an arguable point upon which the Minister of Health has no jurisdiction. He takes the view, however, that these credits are not "war service pay" for the purposes of the Act and are, therefore, not compulsorily deductible from civil pay in calculating the maximum supplementation payable under Section I of the Act.

## Married Women's Leave

Answering a question in the House of Commons on April 16, Mr. Herbert Morrison, the Minister of Home Security, said that, subject to the exigencies of the Service, married women members of the National Fire Service or the Civil Defence Services may take the whole or a part of the paid annual leave to which they are entitled to coincide with that of their husbands where the latter are serving in His Majesty's Forces or in the Merchant Navy. In addition, if the wife's annual leave has been exhausted, she may be granted up to 14 days' special leave without pay to join her husband on leave. Instructions to this effect are being issued to the Services concerned.

(Continued from preceding page)

## "L.G.S." ADVERTISEMENTS

### Reader's Criticism

ONE often reads of the need to improve the standing of local government officers generally, and several methods have been suggested. The fact probably is that there is no one solution, but that each of a variety of ways will have to be used as opportunity serves, and, where possible, the opportunity should be made and not waited.

I should like to ask those who agree with what I have written above if it is not lamentable that local government officers generally should be exposed to the public as likely to be influenced by some of the advertisements which the official journal of the NALGO is prepared to advertise? Is it the fact that there is among public officials a substantial group who want special credit terms, privilege tickets, substantial discounts, or the more sensational results of playing the piano in three weeks, ceasing to smoke in three days, or growing several inches taller?

Many advertisements in LOCAL GOVERNMENT SERVICE are completely out of harmony with the rest of the journal. The editorials and contributed articles convey the impression of readers interested in, and thoughtful about, their jobs. Some of the advertisements suggest the most thoughtless and gullible cross-section of the community.

Let us show that we will not have our intelligence insulted, even by those who like to pay for the privilege.

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# 128 ANOTHER BONUS VICTORY IN INDUSTRIAL COURT

## Caernarvon To Pay Second Award

NALGO's case for general adoption by local authorities of the cost-of-living bonus recommended by the National Whitley Council has been greatly strengthened by another decision of the Industrial Court—at the moment the only impartial tribunal to which local government officers can submit disputes with their authorities.

The result of this decision is of particular interest, in view of the arguments used against the Association's claim, and of the fact that the local authority concerned—Caernarvon borough council—is not a member of the appropriate provincial Whitley Council.

Caernarvon had refused to pay the bonus recommended by the National Whitley Council and had decided, instead, to pay a bonus of £8 a year to members of the staff earning not more than £250. NALGO made representations and eventually the corporation suggested that the matter should be referred to the Industrial Court. The case was heard on March 31, the court consisting of Sir Harold Morris, K.C., President, Mr. J. McKie Bryce, and Mr. F. S. Button.

In support of its case, NALGO contended that the appropriate cost-of-living bonus for local government officers was that agreed upon by the National Whitley Council; that a majority of local government employees in the non-trading services in the district were already receiving that bonus or a higher one; that the bonus was fair and reasonable; and that the bonus paid by Caernarvon Corporation was wholly inadequate.

Caernarvon Corporation, although it had agreed to submit the dispute to the court, opened its reply by contending that the court had no jurisdiction. In support of this, it employed the legalistic arguments made familiar during the hearing of the "Bolton case" in the High Court last year, namely:

- The court was not competent to interfere with the discretion of the corporation to decide what bonus it would pay;
  - the dispute was not a "trade dispute," as defined by the Industrial Courts Act, 1919;
  - only employers engaged in trade or industry came within the provisions of the Industrial Courts Act, and Caernarvon Corporation was not engaged in trade or industry; and
  - the staff concerned, except for the clerical staff, did not come within the definition of "workman" in the Industrial Courts Act.
- Further, the corporation contended that the bonus it had awarded was fair and reasonable in that, since Caernarvon was not a member

of the North Wales Provincial Council, it was under no obligation to follow that body's recommendations.

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- **YOU NEED NOT SEND A MEDICAL CERTIFICATE WITH THE NOTIFICATION**. That should, however, be sent as soon as possible.
- **PLEASE GIVE YOUR MEMBERSHIP NUMBER WHEN YOU WRITE**.

**NALGO APPROVED SOCIETY,  
CROYDE, BRAUNTON, DEVON**

The Industrial Court published its findings on April 27. It totally rejected the contentions

## 50 BRANCHES BUSY ON RECONSTRUCTION

**MORE** than fifty NALGO branches, several district committees, one or two area education committees, practically all the sectional and professional societies concerned with the different branches of local government, and several individual members, are now actively co-operating with the NALGO Reconstruction Committee by considering one or both of the two questionnaires published in the April journal. All the branches, save those few which arrived late on the scene and were given a little extra time, were asked to send their replies to the committee by June 1, and it is hoped that most have done this. The date is not a rigid one, but the Committee, which still has much work before it, is anxious to complete this stage of its inquiry as soon as possible, and branches which delay their replies unduly may find that their views cannot be considered with the others.

One unfortunate, though not altogether surprising, result of the appeal for co-operation has been that of the branches responding most represent county boroughs and county councils. There are some serving borough and urban districts, but few covering purely rural areas. The Committee wishes to obtain a fair cross-section of opinion over the whole

of the corporation that the court had no jurisdiction to hear the dispute, and ordered the corporation to pay the second award of the National Whitley Council, antedating the payment to January 1, 1941, less any bonus already paid. At the date of the hearing on March 31, the third award of the National Whitley Council was not actually in operation—it took effect on the following day, April 1—and it seems reasonable to assume, therefore, that had the hearing been a day later the corporation would have been ordered to pay the scale laid down in the third award.

While decisions of the Industrial Court are binding only upon the authority to which they are directed, and have no general effect, this decision is of more than local importance for two reasons.

(1) It establishes that, in the view of a recognised and impartial tribunal, the bonus recommended by the National Whitley Council is a fair and reasonable one;

(2) it demonstrates that, in the view of the court, that bonus should be paid even by local authorities which are not members of a provincial Whitley Council.

For these reasons it is to be hoped that the decision will encourage those few authorities still paying no bonus or an inadequate bonus to fall into line with the majority. One, indeed, has already done so. Llyn R.D.C., one of the handful of small authorities which has hitherto paid no bonus, has agreed, after the Industrial Court made its award in the Caernarvon case, to pay a 10 per cent bonus to all officers.

of the local government service, and we therefore appeal especially to branches and individual members with knowledge of conditions in the rural and small urban districts to turn up the questionnaires and let the Committee have their views as soon as possible. All opinions and suggestions will be welcomed: who knows but that your ideas on a particular point may solve a particular difficulty and provide the missing piece in the jigsaw of the ideal local government structure?

Some branches have gone further and organised discussions and courses of lectures on reconstruction. A notable example is Brighton, which is holding a series of fortnightly talks, followed by debate, under the three general headings of: What is wanted? Who wants what? and Where is what wanted? West Cornwall had had its ideas stimulated by a provocative paper prepared by its president, Mr. R. J. Roddis, clerk to Penryn borough council; Croydon opened a lively review with a far-ranging paper by the branch secretary, L. J. Moir; and Walthamstow has just held a one-day school addressed by Dr. W. A. Robson. Others have embarked on similar schemes, and it will be surprising indeed if all this vigorous mental activity fails to produce really useful results.

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## NORTH-WESTERN AND NORTH WALES

**Blackpool C.B.** has at last rewarded patience and persistence by adopting the National Whitley Council's third bonus recommendation, after an almost unprecedented series of changes of heart by the council.

**Chorley branch** has started a campaign for enrolling temporary officers into membership with gratifying results.

**Great Harwood U.D.C.** and **Oswaldtwistle U.D.C.** have both adopted a resolution ensuring the reinstatement of employees directed by the Ministry of Labour as work of national importance in similar terms to the Accrington resolution quoted last month.

**Leigh B.** has granted an application for re-grading of the senior and district sanitary inspectors.

**Manchester C.B.**—A Declaration of Liability under the Workmen's Compensation Acts has been filed on behalf of a member at Langho Colony.

**Preston C.B.**, after repeated representations and an interview attended by the assistant divisional secretary, has granted a foster mother at the Children's Home a gratuity of £150 under Section 11 of the 1937 Superannuation Act.

**Rochdale C.B.** has resolved that temporary men clerks with special ability or qualifications may be paid a maximum of £208 p.a., plus bonus. The male junior scale has been increased from April 1, 1942, to—

Age	Old scale	New scale
17	£55	£60
18	£65	£75
19	£80	£90
20	£100	£105

## NORTH-EASTERN AND YORKSHIRE

**Dewsbury C.B.** has adopted Grades A and B1 of the scales recommended by the Yorkshire Joint Council, subject to the modification that progression is to £200 at age 26 instead of £225 at age 27. This follows a recent revision of the scales for women officers.

**Rotherham C.B.** has decided, as a war-time measure, that Grades A and B1 (men and women) be accelerated by two annual increments. This revision has the effect of affording automatic progression to £225 at age 25 (men) and to £130 at age 22 (women).

**Scarborough B.** has revised the scales of salaries for juniors to bring them into line with the Whitley Council scales, and has adopted Grades B and C (women) with effect from April 1, 1942.

## EASTERN AND SOUTH-EASTERN

**Chichester R.D.** has adopted the following revised grading scheme from April 1:

**Juniors (men)**—£55 (at 16) + 15 (5)—£130 (at 21).  
General Division—£150 (at 22) + 15 (5)—£225.

Clerical Division

Section A—£230 + 15 (2)—£260.  
Section B—£270 + 15 (2)—£300

## Professional, Technical, and Administrative Division

Grade A—£240 + 15 (4)—£300  
Grade B—£310 + 15 (3)—£355  
Grade C—£365 + 15 (4)—£425

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There is nothing in this advertisement, taken from the "Transport World," of April 18, to indicate whether or not the generous employer is a local authority, and we trust he is not (though we know some authorities that are as bad). What we should really like to know is what the staff the Chief Clerk controls get.

**Hastings C.B.** has adopted the following revised grading scheme:

**Juniors (Grade 1)**—£55 (at 16) + 10 (1) + 15 (2)—£95 (at 19)  
General Division (Grade 2)—£110 (at 20) + 15 (5)—£185

Clerical Division

Section A (Grade 3)—£200 + 15 (2)—£230  
Section B (Grade 4)—£245 + 15 (3)—£290

Professional, Technical and Administrative Division

Section A (Grade 5)—£245 + 15 (3)—£290  
Section B (Grade 6)—£300 + 15 (2)—£330  
Section C (Grade 7)—£345 + 15 (2)—£375  
Section D (Grade 8)—£390 + 15 (4)—£450

**Luton B.** has adopted the salary scales and grades of the Eastern district provincial council with certain alterations which are improvements:

**Junior (men and women)**—£60 (at 16) + 10 (3) + 15 (2)—£120 (at 21).

**Women (General Division)**—£130 + 10 (3)—£160.

Cost of Living 29<sup>9</sup>/<sub>10</sub> Up

The Ministry of Labour cost of living index rose one point last month to 200, representing an increase of 29 per cent in the cost of living since the outbreak of war.

## CORRECTION.

The N.A.L.G.O. joint winner of the first prize in the W.E.A. essay competition, reported last month, was **Ord. Tel. W. H. Reid, B.A., R.N.**, a member of the Lancashire county branch, not of the St. Annes branch.

## On with the Dance—for the B. &amp; O. Fund

Two contributions received this month for the Benevolent and Orphan Fund show the profits to be obtained from dances. Darlington and district branch closed a season of dances with a net profit of £475, of which £300 has been sent to the Fund, the rest being allocated to local charities, apart from £50 kept for the assistance of members hit by war conditions. Neath branch has sent £40 out of a total profit of £83, 17s. 3d. made at its annual dance.

But even if you cannot hold a dance, there are many other ways of raising money. Orpington, for example, by raffling planters painted by one of the staff, by weekly football sweeps, and by imposing a penny fine on members who arrive at the office after 9.5 a.m., has raised £11, to which the late fuel over-charge added 10s. 6d. as a personal tribute to the co-operation of his staff. (The branch is careful not to disclose how much of the money was raised by fines.)

**Grimby** has sent £33 14s., including a £5 5s. donation, from funds received for charities from the opening of Sunday cinemas (could not others tap this useful source?) and £3 9s. received by a member for a contribution to Local Government Service. **Crews and District branch** raised £20 by a concert in which almost all the artists were local officers, and has sent £10 to the Fund. Finally, **Rochdale** has sent £57 7s. 4d., but is too modest to say how it was raised.

Let us hear of your ideas!

## Stirling Students' Circle

Despite a further decrease in numbers owing to the call-up of members, Stirling Municipal Students' Circle has completed another successful session.

The syllabus included talks—all given by officers—on emergency relief organisation, operation of an A.R.P. control room, rate estimates, national registration, fire prevention, income tax, rebuilding a "blitzed" area, borough police and licensing court, a local civil service, organisation of local government, town planning, the future of public assistance, milk, a local income tax, land ownership, the future of water and roads, and banking.

Instead of the usual "Hat Night" to round off the session, four chief officers presented their ideas on various aspects of the housing problem. The chairman of the meeting was Mr. J. M. Weir, A.L.M.T.A., deputy town chamberlain, and the vice-chairman, Mr. W. E. Wardlaw, interim town clerk deputy.

## Obituary

We regret to report the deaths of **Mr. Arthur E. Gilbert**, clerk to Repton and Tutbury R.D.C. after 26 years' service; and **Mr. Ernest Bailey**, chief public librarian at South Shields, and for many years a leader in the social, religious, and philanthropic life of the borough.



(Defence (General) Regulations,  
1939, No. 56AAA S. R. & O.  
1942 No. 761)

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The Counties of **EAST, WEST and MID-LOTHIAN**

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Under the Order "Premises" means any building or land having an assessment under Schedule A or subject to a valuation for rating.

Returns are **NOT** required where:—

(a) The Board of Trade certify that the metal is, or forms part of, machinery or plant that is disused or spare in consequence of a concentration scheme approved by them.

(b) The metal forms part of stand-by plant or equipment held by Public Utility Undertakings and essential for the performance of the statutory obligations of those undertakings.

(c) The metal forms part of a machine tool of any of

the descriptions specified in the first schedule to the Control of Machine Tools (No. 9) Order 1941, or a cutting tool of any of the descriptions specified in the first schedule to the Control of Machine Tools (Cutting Tools) (No. 1) Order 1942, or any Order replacing or amending them.

(d) Returns in respect of the metal are already made under the Industry (Records & Information) Orders 1940 and 1941.

★ **FORMS** on which returns must be made are obtainable from the Director of Demolition and Recovery (Scrap Metal Order) Ministry of Works & Buildings, Sanctuary Buildings, Great Smith Street, London, S.W.1.



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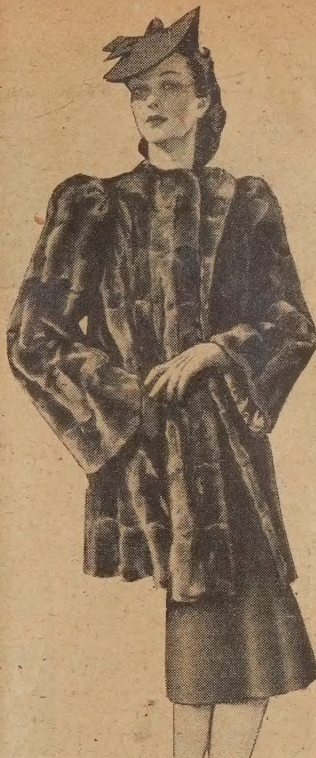
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